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ABSTRACT

The staff college approach to senior management education derived its impetus from Britain. It was drawn on by other countries on their own initiative in the light of their assessment of needs. It has proven economical to transplant and can be sensitively adjusted to national needs and the local culture. The first part of this document describes the origins and evolution of the Administrative Staff College in Britain; the second part reports on applications of a similar approach to the education of generalists in management and administration, drawing on contributions from almost a dozen countries. These accounts demonstrate that the staff college as an institutional form can be modified from its original conception to meet the needs of industry, commerce, and public service for developing and improving the performance of managers and administrators in a variety of cultural and political environments. (Author/KE)

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EDUCATION FOR GENERAL MANAGEMENT:
THE STAFF COLLEGE APPROACH

Edited by

M. B. BRODIE and E. A. LIFE

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Education for General Management: the Staff College Approach

M. B. Brodie and E. A. Life

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PREFACE

Since the Second World War the work of senior managers in industrial and commercial undertakings and that of senior administrators in the public service sector has become very much more difficult and complex. It is now widely accepted throughout the world that although experience remains an essential prerequisite for satisfactory performance at the highest managerial and administrative levels, it is no longer sufficient by itself and specialized training must be provided if senior managers and administrators are to perform their very onerous duties satisfactorily.

This is a matter which UNITAR has been examining carefully, as it would seem that the same considerations which apply to large businesses and national public services are also applicable to the international civil service. Indeed, there is likely to be an even greater need for training of an appropriate kind in a service where the senior officials come from a large number of countries with different traditions and different educational systems. My own experience of eight years as a member of a national Civil Service Commission while holding the headship of a university institution has made me aware of the great importance of mid-career training of people from different countries. Discussions with colleagues at meetings of the Administrative Committee on Co-ordination have also convinced me of the necessity and urgency of considering this matter in some detail.

One of the approaches to training for general management and administration is that of the staff college. This was pioneered by Noel Hall at the Administrative Staff College at Henley-on-Thames in the United Kingdom. It has not yet been decided whether the staff college approach is the ideal one for the international civil service or, if it is, whether it will be practicable to introduce it in the very special conditions which obtain in the international civil service. UNITAR has been in contact with the various agencies and organizations throughout the United Nations System about the introduction of inter-agency training, and it is hoped that it will be possible to organize the first courses or seminars very shortly. Whatever form these courses take and however they may develop over the years, there can be no doubt that those who organize them will have much to learn from the staff college experience.

UNITAR is therefore very glad to be able to publish Education for General Management: The Staff College Approach, which describes how the college at Henley itself has changed and developed over the years and how other colleges in various parts of the world have used the experience gained at Henley and adapted it to their own special requirements. While in some of these colleges there may be a greater input by staff members and specialists than in others, emphasis is placed in all of them on a sharing of experience and on discussion in syndicate groups. We are confident that this book will be of great interest to all those concerned with the training of senior managers and administrators, both inside and outside the United Nations System.

I should like to pay special tribute to Professor Sidney Mailick, Professor of Public Administration and Director of Doctoral Studies at the Graduate School of Public Administration, New York University, who first conceived the idea of a book on the staff college approach and has worked hard to bring it to fruition. He has published for us The Making of the Manager: A World View, which summarizes the views of experts in the concepts, techniques and problems connected with the making of managers and their application in both developed and developing countries, including the Soviet Union, the People's Republic of China, Poland, Africa, Western Europe, the United States, Scandinavia and South America. We are also greatly indebted to the joint editors Morris B. Brodie and E. Andrew Life, for many years members of the Directing Staff at the Administrative Staff College, Henley-on-Thames, who have not only written the first four chapters and the concluding one, but who have also been responsible for soliciting and assembling the remaining chapters.

Davidson Nicol
Executive Director

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Introduction

The inspiration for this monograph came from the United Nations Institute for Training and Research, communicated to us through the friendly and helpful medium of Professor Sidney Mailick. The first part describes the origins and evolution of the Administrative Staff College in Britain; the second reports on applications of a similar approach to the education of generalists in management and administration, drawing upon contributions from almost a dozen countries.

The contributions speak for themselves. We are greatly indebted to the contributors for their generosity in making time, in the face of severe pressures, to reflect upon their experience and to distil from it what they feel to be useful lessons for institution builders, heads of educational institutions, administrators and experts in the public service and Agencies of the United Nations, and those concerned with the education and training of managers in private- and public-sector enterprises. For each of the countries an account of the form taken locally by this approach has been written by a person who has shared in the responsibilities for its application. These accounts demonstrate that the staff college as an institutional form can be modified from its original conception to meet the needs of industry, commerce and the public service for developing and improving the performance of managers and administrators in a variety of cultural and political environments.

But institutions concerned with management education must keep ahead of the dynamics of the environment in which they operate. For that reason we would expect that there would be added experience and developments to take note of since 1971, when the main contributions to this monograph were first written. We are conscious of omissions. There remained institutions from which we were unable to obtain contributions in time for inclusion, and this is something we very much regret.

We were glad to respond to UNITAR's invitation because, sadly, there are all too few experiences which can be exonerated from the strictures of the Jackson Report (A Study of the Capacity of the United Nations Development System, United Nations, Geneva, 1969) on the dangers of external agencies being "ignorant of the subtleties of the development process and insensitive to the needs of developing countries". The staff college approach to senior management education derived its impetus from Britain. It was drawn upon by other countries on their own initiative in the light of their assessment of their needs and with only a modest amount of aid. It has proved economical to transplant and capable of being sensitively adjusted to national needs and the local culture. We feel privileged that we have been able to record this experience.

This monograph would never have taken shape without the constant secretarial attention of Gaynor Swadling, who kept reminding us of our completion dates, who cheerfully and competently typed and retyped drafts of each chapter and who nursed the manuscript through to completion. To her much credit is due and we are exceedingly grateful.

MBB

EAL

July 1972

PART I. THE ADMINISTRATIVE STAFF COLLEGE

Chapter 1

Generalists in Management*

The role of the generalist

When talking about organizations, we identify as the generalists the people who are at the head of them, those who have the responsibility for the overall conduct of their affairs. We differentiate general managers and the function of general management from the management of a specialist or subordinate activity.

Generalship is an old concept. In times gone by, when a monarch delegated military responsibility, supreme military command was put in the hands of "generals". In the Catholic Church, the head of a religious order with authority over all its members is a "general superior".

A man who holds a general management position is one who has a top level responsibility - and the power which goes with it - to provide leadership, to be concerned with the broader-ranging issues, external as well as those within an enterprise, to develop policies which reconcile conflicts of interest, and to integrate the many disparate activities of an enterprise into a coherent whole. He is thus identified with the wider questions of organization and policies, of prospects and plans.

The more general areas of responsibility for running an enterprise will be defined according to the kind of enterprise being considered, but broadly speaking a number of crucial spheres of decision and action will be regarded as the prime concern of those responsible for the overall exercise of corporate power and deployment of resources. In a private enterprise, according to a leading American scholar (Cole, 1965), these would typically embrace: the determination of objectives and their modification as conditions change; development and maintenance of an organization; the securing of adequate resources; the acquisition of efficient technological equipment and the ensuring that it is kept up to date; the establishing of a market and devising of new products; the maintaining of good relations with public authorities and with society at large.

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* In writing this chapter, the authors have drawn in part upon a chapter contributed by M.B. Brodie in Rapoport, R.N., Mid-Career Development (London, Tavistock, 1970).

In the civil service, in the words of one writer: "To the generalist is assigned responsibility for advising Ministers, for formulation of administrative policy, control of the Governmental machine and, of great importance, financial control". (Profitt, 1968, p. 14) Brown (1970, pp. 261-5) observes that the generalist, in his traditional role, played a crucial part "by linking the broad objectives of the politician to the more specific or vocational orientation of sectional and specialist interests, in or out of the department". Looking to the future, he considers that there will continue to be a very important need for the generalist; otherwise "it looks as if the politician is going to be very much on his own in taking an overall view of questions that have both social and economic implications - a task in which he at present looks for support from his general administrative adjutants". Perhaps more evidently in the case of the public service than of the private sector, one can discern management and administration at its highest levels of responsibility as being much closer to a quasi-political activity than to a technical managerial role, though it could be contended that this is no less true of the private sector.

While this is not the place for a detailed probing of these issues, there is an important conflict between those who would regard the attainment of a top management position as the culmination of a man's progress demonstrated through his specialist expertise and competence, which when pressed far can be equated with extremist notions of technocracy, and those who hold the view that access to such posts can be very fluid and open, perhaps not even based on any particular specialist expertise. This latter position, taken to the extreme, leads to the notion of the broad-based, mobile, all-rounder, who is potentially capable of undertaking a leadership role in almost any enterprise and circumstances.

Suffice to say that certainly in much of the private sector, and to a growing extent in the public sector, a man who aspires to general management will usually have to prove himself early in his career by demonstrating competence in a defined sphere of specialist work and responsibility, whether this specialist work is professional or technical in character, or specialized in some other sense. A man must first prove himself in something and only in exceptional circumstances would he move into general management without first going through such a phase.

A balanced view of the role of the generalist is adopted in the United Nations Report on the Development of Senior Administrators in the Public Service of Developing Countries (United Nations, 1969). Rightly, attention is drawn first to the problem that "the traditional dichotomy of the generalist and the professional technician, particularly in personnel systems affected by the British tradition, has blocked the upward mobility of the professionals, technicians and other specialists. This group has often been accorded lower status, and has been restricted in its opportunities of acquiring experience in management. At the same time, the position of the generalist, whose experience has become outdated, may have become more rigid than in the past". The report goes on to discuss the "new kind of generalist now emerging from training in staff colleges and from planned rotation between headquarters and field posts. This new professional generalist is replacing the amateur generalist of earlier days".

How far the avenues to general management are open will depend on the enterprise. However, it can be said that increasingly it is by a man's demonstrated competence that he becomes a candidate for a high level post. Of course, nepotism, favouritism, and "political" appointments are not uncommon and will go on, but their influence has become reduced, even if more by necessity than choice. Enterprises today can ill afford to have key posts occupied by men who are seriously lacking in competence and leadership. In some countries the trend is only beginning to change, but it is happening and is likely to gain in momentum.

A move to general management demands a shift from the preoccupations of more specialist concern to wider considerations and issues. It follows that for those who have reached out in their careers beyond the limits of a particular specialism, broader perspectives become particularly important and take priority over narrower interests. On this view, the importance of the generalist is growing, not diminishing. This becomes even more pronounced, if one looks at the responsibilities of top management from a social point of view.

The management of enterprises, private or public, is nowadays regarded by governments as one of the crucial determinants of economic and social progress. In laying down national goals, governments set out implicitly and sometimes explicitly their expectations as to the way those responsible for running enterprises should conduct their affairs. If the latter do not themselves have an intelligent perception of how the policies and prospects of an enterprise interrelate with the wider political and social scene, they are most unlikely to display the wisdom and the skill which are so necessary to ensure the enterprise's survival.

To quote again from the United Nations report:

> "There are two principal forces in operation in most national administrations. One makes the senior administrator's role more political. The other makes it more professional. These two forces must find a point of reconciliation in every system of government."

Direction and general management

Education for general management is primarily concerned with the preparation of executives for higher managerial responsibility and for involvement in direction. This leaves to one side the educational needs of those who are regarded as part of top management but who do not have executive responsibility. This is not to say that such men do not need and could not benefit from opportunities for education and self-development, but many such appointments are made for reasons other than those of high managerial competence where factors extraneous to a man's career performance can intervene.

In a loose sense, direction and top management are often treated as the same thing, but confusion of understanding and of practice can arise. Where direction ends and general management begins is a moot point, but if this is ill-defined it can become a source of serious weakness especially in relation to strategic thinking and policy-making. This possible source of confusion can create difficulties in identifying exactly where responsibility lies for enterprise direction and leadership and for ensuring that overall objectives and strategies are translated into enterprise policies and operations. However, whatever the situation, any definition of the responsibilities of a general manager must take as its focus the provision of executive leadership, the integration of the diverse activities of an enterprise and the resolution of conflicts.

Questions of objectives, strategy and policy-making therefore figure very prominently. It is at this level that decisions will be taken as to how the top management of an enterprise proposes to use its corporate power, how resources will be acquired, developed, and exploited, what attitude is taken towards the future and what order of risks it is prepared to run. It is also at this level that the assumptions which lie behind policies and plans need to be laid down to ensure that decisions will be made and courses of action followed which are coherent and consistent.

Some emphasis on direction is necessary because this can too often be a critical area of weakness; if it is so, the problems and difficulties of managing an enterprise become compounded. What is then missing is the strategic level of thinking. An enterprise usually has policies of a sort. It may not have much of a strategy, and then the process of policy-making is likely to become blurred and confused.

Attributes of generalship

Generalship has to do with leadership. Leadership is a concept, as is policy-making, which is very freely used and all too rarely defined. Leadership has to do with the acquisition or endowment of power, with the exercise of that power and with the way responsibility for consequences is accepted. It combines authority for policy-making with powers over decision-making and implementation and over the way others work and behave, through the control it gives over systems of rewards and sanctions. It is an integrative social skill for imparting direction and purpose to an enterprise, generating a concept of what an enterprise should be striving to become and what its strategy and policies should be. Where this skill is lacking, purpose and direction will also be lacking.

Recent thinking on the characteristics of leadership, as summarized by Bowers and Seashore (1966), puts stress on goals and on a supportive approach to facilitate work and interaction. It is this line of thinking which leads to definitions of leadership expressed in terms of the integration of the goals and the resources of individuals with those of the enterprise through the effective working of small groups.

There are different views on how far leadership can be learned and the answer largely depends on definition. Leadership learning has so far tended to stress internal group processes and small-group interactions rather than total group performance. At that more restricted level, there may be little or no consideration of how power is acquired and exercised, the influence of value systems, or the responsibilities for consequences and situations which go outside the small-group level.

From the definition suggested earlier, it follows that the learning of leadership entails an integration of several components. It requires an understanding of the sources of power and of the nature of authority. It calls for an understanding of individual and group behaviour and in particular a capacity to handle frictions which can arise between people and between functions. A manager's capacity for leadership will be reflected in his ability to learn how to handle changes and in his skills of prediction and control. These are important, not only in themselves, but because they are the best tests and indicators of a manager's understanding of the internal and external forces at work on the enterprise and of how far he sees himself in control of events.

Lloyd Warner (1960) has a vivid description of managers as "cultural mediators of the present as it moves from the past into the future, people who have to handle a structured past and yet make decisions which take them into an unstructured future, a requirement which is inevitably accompanied with conflict, tension and ambiguity". They are people who must be able to make a decision, to act freely, creatively and independently and to quickly structure what they see. They need to be "capable of putting together the changing parts of their society and the flow of events within their economic life to form them into a world of meaning and significance for action".

The same kind of point is put rather differently by A.T.M. Wilson (1967) when he talks of "the integrative need of the executive". He sees those who occupy the higher level positions as having the particular responsibility of dealing with matters which cut across functions, departments and sectional concerns and much of their work is thus on the boundaries of the various subsystems of the enterprise. An executive occupying a high position therefore needs a framework whereby he can have an overall view of his world. In addition he needs to have some way of resolving the problems he will face in developing coherent thinking and policies out of the wide range of people with whom he must work - internal specialists as well as outsiders - whose assumptions, concepts and hypotheses can differ very much between one another.

In contrast to the more frequent emphasis on the technical skills and attributes of management, perspectives such as these direct our attention to wider issues such as the exercise of power, the interrelations of an enterprise with its environment, problems of conflict and of social behaviour. Correspondingly, the skills called for are the more complex ones which go well beyond those represented by the conventional techniques of management.

Learning needs for general management

Learning as a process goes on informally as well as formally and respects no artificial boundaries. All too often it is equated with what takes place inside an education centre. The fact that schools, universities and the like are themselves specially created environments for the purposes of learning is too often overlooked. It is a truism that experience is a most powerful force for learning. Lessons can indeed readily be learned from experience, provided the individual not only has the experience but also the capacity to learn. If he lacks the capacity to learn he will still be influenced by his experience, but then he would not learn from it but would simply be conditioned by it.

Not only has learning become highly institutionalized in developed societies; it has also become a specialized and distinct activity within large enterprises. This situation makes it all the more essential to work for an integration of that learning which takes place in formalized situations with the actual conduct and operation of the enterprise. Classically, this is seen in terms of the integration of practice with theory, but there is a danger in polarizing two things which should be closely interrelated. Too often practice is set in opposition to theory, as if they inhabited two different worlds. Granted that there are important differences. If theory builders and academic researchers are interested in practice, it is for its possible contribution to better theory building. The manager - and researchers who adopt an action-research orientation - is interested in theories and their improvement for the benefit of practice. The aims and motivations may differ, but the two sets of interests are complementary and to judge the relationship as antagonistic is misguided and unfortunate.

Most management training has to do with experienced adults. For them, formalized learning opportunities must be seen as events within a long-term process in which the individual seeks to integrate his new insights, understandings and skills with his past and prospective experience. If such opportunities are to be effectively designed and organized, an approach must be devised which makes pedagogic sense for experienced adults. As the vast bulk of experience and tradition in the world of education relates to the young and the inexperienced, particular caustion is necessary in determining which learning methods to adopt or develop. The stock of systematized experience of adult education is small and not well disseminated, though in management education experience and knowledge are coming to be increasingly shared.

In view of the much greater readiness of the United States to develop business and management education, that country's accumulated experience over a period of fifty years compared with less than twenty for most other countries, and the strong commitment to research, one might conclude that the influence of the educators is now a paramount force in the development of top management. However, this would then fail to recognize that most of the effort is directed to graduate and post-graduate, not to post-experience work. It would also underestimate the commitments, range of developments and innovations which take place within enterprises. Finally, it could exaggerate the weight given to formal education in appointments to top management. Brodie and Life (1969) find evidence to suggest that in itself it is not a decisive factor.

Either way, however, it is important to recognize that the interactions between enterprises, the managers within them and educators, are critical and sensitive in any form of higher management education and provoke sharp and challenging questions, in a way not often found in other spheres of higher education.

It also becomes imperative to delineate those skills and areas of necessary understanding which take on special importance at the general management level. In the learning process for general management, priority must go to those areas of managerial work where the unknowns and uncertainties are many, to issues which are the complex ones which cut across the boundaries of disciplines or of functions, which bring to the forefront value systems and sensitive interrelationships within the enterprise and between the enterprise and its environment, and to learning opportunities which will enable the individual to obtain a better understanding of the factors which determine effectiveness as a leader and insight into his own capacities for leadership.

The staff college concept

The staff college idea was not a new one. In Britain, as a concept, it had a century or more of history behind it.

The present Military Staff College, situated at Camberley, takes as its antecedent the Senior Department of the Royal Military College inaugurated in 1801. Its first fifty years seem to have been rather checkered and there were periods when it fell into disrepute. Apparently, there were times when it became a refuge for those wanting to avoid foreign service or regimental duties. It also became far too preoccupied with relatively narrow technical and scientific instruction, to the neglect of military subjects.

It was in 1857 that the name of the department was changed to "Staff College" and the first course was offered in the following year. Sixsmith (1970) reports that by the start of World War I, the training of senior commanders and staff officers had made great strides. He quotes the last Command Exercise carried out at Aldershot before the outbreak of that war, for which participants were divided into syndicates, each under a Brigade Commander. It had as its object to develop understanding between army commanders and staff, sound co-operation between each part of the command in the field and the training of staff in the duties which would devolve on them in time of war.

Subsequently the influence of the Staff College continued to grow. "After 1918 there remained a few officers who considered that an officer who went to the Staff College was deserting his regiment, but they were fighting a losing battle and it soon became apparent that almost every officer who took his profession seriously tried to get to the Staff College. What was perhaps more important was that they were, for the most part, the best regimental officers." He goes on to say, with some justification, that "It may fairly be claimed that the army set an example of adult education which did not exist then in any other profession". (Sixsmith, 1970)

When we turn to business training, the historical background is less easy to trace. Redlich (1957), in his commemorative essay, traces developments from the beginning of the 18th century, though he concluded that even in 1900 a sound foundation was still lacking for high level business training, and it was only with the work of Jastrow in setting up the Berlin School of Business Administration in 1906 and the establishment of the Harvard Business School in 1908 that institutions came into being which were truly academic and which took as their focus the real world of business.

It is interesting to note what Redlich concluded to be the basic problems, as they had shown up historically, in the evolution of academic institutions for future businessmen. They have a familiar ring. Assuming such a development desirable, institutionally where should it take place? In a university? At institutes of technology? Allied with social studies? Independently? Should its goals be broad and general or more narrowly professional? What kinds of students should be sought? What would be the nature of its subject matter? How can a truly academic level be achieved in the teaching? What methods of teaching were appropriate?

In Britain the concept of a staff college for management training had been discussed in the late 1930s by a small group of men of wide experience who were familiar with the staff colleges of the fighting services. They felt that a similar kind of institution might have a valuable role in helping to meet a need for improving the administration of large-scale civilian enterprises.

During the Second World War, with the particularly complex problems of leadership and co-operation which were then thrown up as a result of the total commitment of resources to waging the war, it became evident that there was much to be learned about the particular skills of management and leadership. Looking ahead to the years of peace, a small group of men meeting infrequently discussed the possibility of establishing a new centre which might do something toward resolving the problems of recovery and reconstruction. The group included people from central and local government, industry, the academic world and the church. They shared the view that an independent institution was necessary, partly because it would facilitate the application of new methods, partly because it would help allay the prevalent suspicion that the treatment of subjects would be too academic. Opinion was widely tested. Many discussions were held with people in the highest posts of responsibility, in all walks of life.

It was against this preparatory background that a decision was taken, in October 1945, to set up a College which would have as its purpose the development of managers in the private and public sectors, to enable them to prepare for posts of the highest levels of responsibility. The approach would be to work through and build upon the practical experience of each person, to bring theory to bear upon practice, to cut across specialisms and functional boundaries, to focus upon managerial problems, not academic disciplines, as the fields of study.

It was for such purposes that a distinctive institution was judged to be necessary, which would be independent, which would deal only with experienced adults in its student body and which would seek to serve the interests of the enterprise and of the individuals nominated by them.

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Chapter 2

The Staff College Philosophy

Sir Noel Hall became the first Principal of the College, on its foundation in 1946. The first course was offered in 1948. In 1958, he was invited by New York University to lecture as Ford Distinguished Visiting Professor. Dean Norton, of the School of Commerce, Accounts and Finance, introducing Sir Noel Hall, referred to the Administrative Staff College as an institution which had developed "a unique and now world-famous executive development program for the training of top leaders for government and industry". By then Sir Noel was able to talk against the background of the ten years of experience, and of having seen 2,000 executives from the private and public sectors pass through the College.

The lectures which he gave in New York (Hall, 1958) constitute a major public elaboration of the philosophy and approach formulated and developed under his leadership. The first took as its theme "The Higher Executive - Developing the Whole Man", the second, "The Henley Experiment", the third, "The Four Stages in Management Development".

Sir Noel Hall had been asked to discuss the modern challenges to the making of higher executives. These challenges he saw coming from two particular directions. The first was the tendency to treat the decision-making process as if it could be reduced to mathematical formulae. The second was the contemporary preoccupation with consensus and assent, which could have the adverse effect of diminishing the significance of leadership. These challenges, he observed, had a particular impact on what was the most important part of the responsibility of managers, the human side of their affairs. There was a danger, as a consequence, that managers might not apply to the human side the intellectual standards they applied to the technical side of their work and affairs.

The demands placed upon the higher executive had to do above all with the carrying of responsibility and with acquiring an understanding of what this meant to a man and to his relationships with others. The higher executive was the "unifier". In this capacity, he counterbalanced the whole process of specialization and division of labour which was so characteristic of modern society and especially of industrial organizations. This gave rise to what Sir Noel called the central paradox: "It is from individuals who necessarily have undergone this process of specialization, who have carried limited and restricted responsibilities that we have to draw for the higher posts those who are to be the synthesizers, the co-ordinators, those who have the quality of behaviour which will draw other people to accept their guidance".

Ends and means could become confused when we were trying to determine what to look for in the development of higher executives. Time and again, in a consideration of higher executives and the demands made upon them, we were brought back to questions of personal character and morality. That was why we must see the making of the higher executive in terms of a process of developing "the whole man" and why it was a continuing process. That was also why the carrying of responsibility itself became an ingredient in the growth of a man's capacity to reach to higher executive positions.

For higher executive training to be judged in proper perspective it was important to see it in its wider setting. Four stages in management development could be delineated: tutelage, induction to working life, management in a limited departmental sense, higher executive responsibility entailing overall direction and leadership.

At the first stage, the primary concern was educational and at that stage of tutelage an individual student should be allowed and required to concentrate on the demands of his subject. His studies should not be distorted by the demands of the next stage, that of induction. In undergraduate studies, the educational and cultural value of the subject and of the process of study should have pre-eminence - and it should be remembered that a liberal education will be liberal more from its method than from its content. At this stage, too, a special plea was necessary for imparting facility in the written and spoken word and in numeracy, and for a study of the history of the student's chosen field of knowledge and some history of the development of economic thought.

Coming to the induction stage, two points needed to be made. A man learned best at this stage by doing and we had to be clear that we were talking about induction into working life, not into management.

Moving to the management stage, internal training and experience were crucial, though some use could be made of external training facilities in the specialized areas and in general management training. General external courses usually would have as their principal object "to reconfirm and sustain intellectual standards" and all such courses should have a genuine intellectual unity. In order to structure such courses effectively, "the closer and stronger the context between university teachers and research workers and alert minded industrial practitioners, the most coherent and intellectually valuable their general external course will be".

Nomination to such courses should be in relation to probable career prospects. Judging the right length for them was important, if they were to attract the right kind of student and impart what was really needed. The criteria for sending people on such courses should have much more to do with experience and career prospects than with educational qualifications.

When we reached the fourth stage, the consideration of higher executive training, the greatest weight had to be attached to the individual's recent attainments as a manager and his probable prospects for further advancement.

It was a corollary that those attending courses at the advanced management level had not to be regarded as students in the traditional sense of that word, but as "colleagues and fellow inquirers in a field of common interest". This also had a bearing on the vital need to build bridges between those who researched and taught and those who were practising management, in view of the relative newness of management studies and the acute differences between the skills required to advance knowledge as opposed to applying it in practice, at the higher executive level of managerial responsibility. Hence, also, Sir Noel Hall's insistence upon the need for continuous experimentation in the whole of the field of management studies.

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Describing "The Henley Experiment", Sir Noel Hall cited the letter to The Times from Sir Hector Hetherington, often to be quoted in later years, announcing the plan to establish the Staff College. "The best thinking springs from practice; and a man who by thinking has more thoroughly possessed himself of what he is and does is ripe for greater responsibility". Hetherington counselled that a man who has been preoccupied for ten to fifteen years by his work does well "to cease for a little from action and to think about what he is doing and why and how he is doing it".

There are certain agreed principles formulated by those who played a part in the founding of the College. Participants would be men and women of action and responsibility, not advisers or analysts or students or consultants. The object would be improved practice. On the proposition that the best thinking springs from practice, from the outset it was decided that active involvement in the work of the College would be a requirement upon those coming to the course of studies. With stipulations such as these, three months was considered the maximum feasible course length. That implied, in turn, that the number in any one course should not be more than about sixty. To deploy the comparative method, an admixture of participants was essential, together with a method of work which enabled men and women of diverse enterprises and experience to work together in groups. For a group to have a proper representation of different types of enterprise and different specialist and functional experience, it was calculated that it would need nine members; this became ten, when it was decided to include in each group one participant from overseas.

The first session was in 1948. There were forty-five participants and they worked in five groups. The content of the course and the method of work had to be fashioned out of the major principles enumerated by the founders, with careful dovetailing of each important characteristic. Because of the very wide spread of educational background and of academic experience amongst participants it was considered that a dependence on conventional academic methods would not have been wise. All this built up towards a concept of some form of effective group study and to the adoption of the word "syndicate" to describe it.

There were some other considerations. Drawing upon the frictions and pressures experienced in war time, Sir Noel Hall was anxious that attendance at Henley should do something to deal with certain particular problems: the time it took for an individual, when he was promoted, to adjust to higher responsibility; awkwardness in the use of experts; slowness in acquiring the capacity to use other men; inadequate skill in the written word; failure to appreciate the distinction between a willingness to differ because of genuine differences and a quarrel; inability to present and represent the views of a small group to a wider one; a lack of understanding of the nature of decisions as a function of time and resources. As he remarked, these were things which subsequently came to be described in the vocabulary of group dynamics and communications. Henley's approach would be to treat these as practical arts to be learned by practice and by observation.

Henley had to develop an appropriate language. Each course would be known as a Session; each would entail a fresh start with a fresh group. The student-teacher vocabulary implied the wrong kind of relationship; all taking the course, students as well as staff, would be "members" - in the sense of belonging to "a common body corporate". Staff would not have specialist designations but would be known as "Directing Staff". Working groups would be described as "syndicates".

While it would be the responsibility of the College to design, structure and organize the course of studies and resources, the detailed direction of the work would be entrusted to members, each of whom in turn would be responsible as chairman or secretary for particular subjects in the course and as an ordinary member of his syndicate for all the others. They would need to be informed of the facilities at their disposal - the time available, visiting specialists, documentation, outside visits and so on. When a man's turn came to be the chairman of a subject, he and his secretary would need to be briefed by a member of the staff, so that he understood his responsibility and could plan the way in which he would carry out the task. For each subject there would be a set of papers defining the field of study and giving guidance on the resources available. The deliberations and conclusions of each syndicate would be shared by the College as a whole, through the circulation of syndicate reports and their discussion in plenary presentations. A member would learn the skills of chairmanship by doing a job of chairmanship and by observing how others do it, not by role playing. The task would be real, not contrived. In this way the method of work would give an effective demonstration of many of the issues that arise in group management, including relationships within the group, the effects of change of membership from one group to another, different patterns of behaviour in groups of different sizes, and so on.

With this approach there could be no simple division between content and method, since quite important aspects of the content of the course of studies would be found and achieved through its method.

The structure of the course of studies became a most important challenge. A breakdown was needed which would produce units, each of which would be a worthwhile and genuine intellectual exercise in its own right, and which would nevertheless make an identifiable contribution to the coherence of the course of studies as a whole. The early stages of the course would, for the main part, deal with relatively restricted topics, which, in the later part would be examined in terms of their interactions and of their place in the overall synthesis. There would be some additional supporting activities - in particular a study of biographies, instruction in the use of figures and a critical study and assessment of sources of current information.

Sir Noel Hall gave some of his reasons for this kind of approach. In his view, anyone beyond the age of about sixteen only really mastered what he was studying if he took an active part in the process of discovery. It was his judgement also that anyone about the age of twenty-five was unlikely to understand a new technique unless he made some practical use of it. Thirdly, there was an important difference between studying in order to apply what one had learned to specific practical issues as against studying to serve the advancement of knowledge. Finally, such an approach made it possible to tap the substantial and rich experience of members, each of whom could bring to the discussions a large fund of case material and test ideas and conclusions against his own practice and problems.

Relationships with nominating enterprises were of the very greatest importance. It was Sir Noel Hall's view that if failures did occur, they would be due more to weaknesses and ineptness in relationships between the College and nominators than to any other cause. He also warned against the dangerous consequence of such courses being regarded as if they were automatically a qualification for advancement. Nominators, and those they sent, must make no false assumptions about attendance at Henley or, for that matter, any other management training course. It is here that he saw a very great challenge, if the danger was to be avoided of developing "a new kind of caste system composed of those who by accident have acquired in early or middle life a qualification which may be preserved to carry them to a privileged position at the top".

Reference

Hall, N.F.	The making of higher executives: the modern challenges. New York University, 1958.

Chapter 3

The Concept of Syndicate Learning

The philosophy underlying the early approach of the Administrative Staff College to the development of the manager from a person of technical competence to one fit to bear the highest responsibilities has been outlined broadly in the preceding chapter. The expression of that philosophy in the form of the learning situations created for syndicates nevertheless requires further examination, for the processes involved are more complex than at first might be supposed from brief observation or description.

Accordingly, this chapter opens by describing how assumptions about the work of high level administrators influenced the form and organization of syndicate work at Henley so that it varied from the form operated earlier in military staff colleges. We then identify a number of elements in the learning situations introduced at Henley which resembled facets of the tutorial evolved within the Colleges of Oxford University and observe their implications for staff roles. We then review the potential of syndicate work for exercising members in the skills of leadership. After briefly examining how some of the dynamics of group learning situations might influence the behaviour of members, we finally draw some conclusions about the learning process implied, its relationship to personal development and to the behaviour of the individual as a manager and the impact of the process upon staff roles and staffing.

Persons at the higher levels of management, Sir Noel Hall believed, worked more by persuasion and consultation than by giving orders. It thus became necessary for a senior manager to be able to reach decisions and to share responsibility with colleagues of similar status but from different specialist backgrounds. In the process he would encounter a variety of professional attitudes and would have to evaluate the contributions made by specialists towards the solution of managerial problems as they arose within the enterprise. At that level managers often found themselves taking decisions on the basis of less precise data than that normally available to their subordinates and under greater pressure from the limitations of time.

Sir Noel Hall also believed that proportionately high-level administrators spent more of their time interacting with representatives of other enterprises and institutions in all sectors of the economy. Experience in the Second World War had shown that specialists who regularly attended meetings as representatives of their departments concerned with the coordination of projects learned much about each other, as well as about the work of the organizations from which they came, so it seemed logical to Sir Noel that the College should also attempt to reproduce this situation by appropriate selection and organization of the participants in its general management courses. Consequently the syndicates of nine or ten members characteristic of the early courses at Henley usually included representatives of different types of industrial or commercial enterprise, banking or insurance, the fighting services or local government, public corporations, the civil service and a national from an overseas country. Simultaneously, the members were also chosen to reflect managerial specializations in manufacturing, research or development, accounting, sales or purchasing, banking and general management. In addition to their experience and functional backgrounds, members were grouped according to the personal attributes they displayed when interviewed at the College by the Principal some time before the opening of the session. A man with a powerful intellect who might otherwise dominate a syndicate would, for example, be placed in a group with at least one other strong and independent-minded person capable of acting as a foil in a critical discussion.

This policy of carefully structuring each syndicate to include representatives of different types of managerial function and enterprise had much in common with the policies adopted by the service staff colleges to ensure that their courses incorporated an adequate representation of different arms and advisers. The Army Staff College at Camberley, for example, had organized its courses on the basis of "syndicates" for many years, this method having been skilfully developed by Colonel J.F.C. Fuller when chief instructor there from 1923 to 1926. General Godwin-Austin (1927, p. 288) refers to discussions "held in small rooms amongst small syndicates", the first year being primarily devoted to mastering the staff duties within a Division, and the second to the working of General, Army and Corps Headquarters, extreme attention to detail and thoroughness being demanded. To encourage team work, many of the visits and exercises were organized to be a responsibility placed upon syndicates rather than individuals.

The atmosphere and dynamics of an Army Staff College course have been admirably described by John Masters (1961) in an account of a shortened war-time course at Quetta. The emphasis upon knowledge and attention to detail remained, in terms of the books, tables of organization and equipment and pamphlets which had to be read before being discussed in syndicates, each of which was composed of seven or eight students. These were mostly Captains, each syndicate being supervised by a member of the directing staff (DS) with the rank of Lieutenant-Colonel who took the role of chairman in the discussions.

Despite the disparity in rank, "They weren't going to teach us, only direct the natural flow of our energetic minds". (Masters, 1961, p. 87) The directing staff prepared documents setting out the theory and practice of various aspects of organization and would then test the students' grasp of the subject by inviting them to discuss the underlying principles and the practical problems of applying them. On the latter aspect, students held opinions based on their own experience which they were encouraged to express, whilst the DS took care to see that the syndicate members did not attempt to impose a general solution on the basis of particular knowledge.

Masters (1961, p. 97) explains how a certain measure of role-playing and variety was introduced into syndicate work:

> "Syndicates changed occasionally, and for every exercise the DS allotted us different jobs, to widen our experience and to enable them to judge how we measured up to the different responsibilities; but we always did each exercise collectively as a syndicate and the leader for that exercise had to get his fellows to agree on a solution (with no power of command to force them to), see that they did their work (with no power to punish them if they didn't), and assume responsibility for all that they produced, whether or not he had had time to check it himself".

This method of organizing the work of members through one of themselves as a leader is equally descriptive of the approach at Henley where the Chairman for the subject in syndicate has similar responsibilities, likewise without power of command and the syndicate collectively takes responsibility for its reports, even though one of its members (the Secretary) drafts the initial version and submits it to his fellows for their approval. At Henley, however, the directing staff only allocates the roles of Chairman and Secretary for each subject.

A feature of the Army Staff College exercises described by Masters was a "correct answer" which was as good as the collective brains and experience of the directing staff could devise. Often the students disagreed strongly with the answer, gaining the concession from the DS that there was never any single correct answer in war. But they had to accept the proffered answer as the basis upon which to tackle the next question. In this respect Camberley or Quetta operated very differently from the Administrative Staff College where the members originate from diverse backgrounds with few common procedures other than those imposed upon companies by law, and where "correct answers" cannot cover the multitudinous variety of operating practices in members' enterprises. In these circumstances, it is therefore even more difficult for a Henley chairman to gain agreement to a syndicate report which satisfies everyone, much of the value of the process being in the examination of the reasons why certain proposals are unacceptable to individuals, often because of the different contexts within which they manage in their organizations.

Masters (1961, p. 93) describes how their directing staff "sat back, occasionally throwing in a question to control the flow of speculation and comment". This questioning attitude is reminiscent of the tutorial approach fashioned at Oxford in the mid-nineteenth century, under the influence of Jowett, which Moore (1968, p. 31) has epitomized as "sceptical", "a method that inquires, probes, scrutinizes". As Moore stresses, the method is well adapted to criticism, theory, analysis, and comparison, favouring the relative and the tentative rather than "that certainty which the young so often and so naturally seek". (p. 32) This tutorial role assumes that the student undertakes to become informed on his own initiative, although often guided towards information by his tutor, whilst the tutor acts as a constructive critic rather than as a purveyor of information or a conventional teacher. Even under the tutorial system, however, Moore (p. 23) points out, "In many cases the decisive influence on a student is that of his contemporaries, of those whom he sees every day, doing his subject, some with more, some with less, success than himself".

At Henley, as in the service staff colleges, the directing staff under the form of syndicate work devised by Sir Noel Hall specify a certain amount of reading which it is the responsibility of syndicate chairmen to allocate to members. Chairmen usually ask members to report briefly on their reading and to add any comments they feel are appropriate. This permits the prejudiced member to present a biased view of his reading which may go unchallenged unless another member is better informed, or unless the member of the directing staff attached to the syndicate is in a position to correct misstatements of fact. On the other hand, if a syndicate begins to adopt an uncritical attitude towards the inputs from its reading, then a member of the DS at Henley may raise doubts about the validity of some of the conclusions put forward.

Members and visitors to Henley unfamiliar with the Oxford tutorial system frequently assume that a tutor operates on the basis of an authority derived from greater knowledge, in the manner of a member of the directing staff at a service staff college whose authority is underpinned by rank and by special aides-memoire. But the Report of the Hale Committee investigating University Teaching Methods (Hale, 1964, para. 208) is emphatic that "The tutor is not expected to have a specialist's familiarity with all the facts over the whole range of the student's course, but he must know where the facts are to be found and how to handle them". What the tutor has to offer, therefore, is knowledge of a method of treating intellectual problems, experience in applying that method and skill in presenting it to other people, in addition to his knowledge of sources of information. The Noel Hall approach makes similar demands upon the directing staff who are expected to know the sources of facts if syndicates appear to be ignorant. Directing staff also have to possess knowledge and experience of the resolution of management problems, on the basis of which they may informally challenge a chairman's approach to his task.

This concentration upon the task also characterizes tutorial work. Dr. Moore makes the distinction that a tutorial hour is not so much a time for discussion as a meeting for work which usually involves discussion in the same way that a syndicate meeting at Henley is usually one of a series contributing to the accomplishment of a task by a group of members. Thus tutorials and syndicate meetings have to be sharply distinguished from "group discussions" of the kind conducted by regimental officers in the British Army during World War II on topics related to current affairs or post-war conditions, which functioned mainly to inform and to prepare men and women for a return to civilian life (as well as motivating them to "fight for the future"). On the other hand, the tutorial approach did influence the type of discussion utilized in adult education classes organized by the Workers Educational Association jointly with the Universities. In these classes, a lecture of an hour was generally followed by an hour of discussion which helped to "polish a man's wits" (Joad, 1945) and to improve his powers of argument and exposition. Participants in these classes were also expected to undertake written work which could be a basis for discussion with the WEA tutor.

At Henley, Noel Hall sought to achieve somewhat similar objectives by rather different means from the WEA. To develop the members' powers of argument and exposition and to establish a high standard of dialectic, he devised a form of plenary meeting known as a "presentation" in which the Principal was the chairman. The bases for discussion at these meetings were the reports of the six syndicates upon the work they had accomplished in pursuit of the task set by the College. Prior to the presentation, each syndicate would have circulated to other syndicates the final version of its own report initially drafted by the member allocated to the role of secretary, and would have had opportunity within the programme to consider critically the reports of the other syndicates. At the presentation each syndicate chairman would have the task of introducing his syndicate's report through the medium of a short speech lasting between six and ten minutes, wherein he could amplify some of the points made or comment on some of the issues encountered by the syndicate in trying to agree upon the content of its report. Once "presented", each report in turn could become the target for comment, criticism, and questioning by the members or even the Principal himself.

Whilst this process is in some respects less personal in its focus than the Oxford tutorial, the principle of using a written contribution remains as a basis for discussion and critical review. In practice, the original author of the first draft of a report may find his work subjected to devastating criticism by other members of his own syndicate, who may even take over the composition of revised drafts before allowing a final version to be presented as the report of the syndicate for others to consider. In this respect, members themselves perform the critical functions of the tutor, whilst at the same time protecting the nominal author of the report from ignominious exposure before the rest of the session.

At the other extreme, an intellectually powerful but opinionated chairman may succeed in forcing his own ideas into a report in the absence of sustained counter-arguments from other members of his syndicate. Once this becomes apparent, the Principal either may encourage equally capable but critical members to express their views on the syndicate's report, or may himself take an interrogatory role in a presentation to ensure that the chairman is intellectually stretched to the utmost. Members are encouraged to adopt a similar role when confronted by a visiting speaker, the usual practice being for the visitor to talk for about forty-five minutes prior to an equal period of time devoted to question and answer under the chairmanship of a DS or the Principal.

These interrogatory skills are also exercised when making visits to companies and other institutions or when receiving visitors to the syndicate. Both classes of event perform the function of counter-balancing any tendency to become too detached from practical affairs, too theoretical or too unrealistic. Accordingly these events are carefully timed to coincide with the end of a phase devoted to the study of literature of a subject and the start of a new phase concentrating upon the identification of crucial issues of theory and practice. Away from the College, members sample another working environment, are able to investigate the policies and practices of the enterprise in discussion with its managers and form their own judgements about what they have heard and seen. Within the College, a visitor to a syndicate may either describe or be questioned on the policies and practices of his enterprise and be asked to respond with his views upon some of the issues isolated for discussion by the members. Besides giving information, the visitor thus performed the additional functions of acting as a sounding board for some of the syndicate's partially formulated ideas, and of giving the members further practice in the art of collecting and evaluating evidence.

Naturally, individuals within a syndicate may differ in their judgements about what constitutes a major issue and about the effectiveness of the policies and procedures of different enterprises, just as they may be in conflict about the quality of a draft of a syndicate report. Such conflicts, reflecting differences in the value systems of individuals, are endemic to groups working on a common task and constantly confront the individual with challenges to his presumptions. Whilst they offer fertile ground for learning, conflicts of this kind nevertheless raise some crucial issues about the ethics of putting individuals into potentially stressful situations and about the skills needed by DS to enable them to ensure that members benefit rather than suffer from such situations.

When the first session opened at Henley in 1948, a study of the dynamics of groups was still in its infancy, although there had been some notable advances as a result of the wartime work of Lewin with housewives and schoolboys, of Bion with officer selection (1946), and of Foulkes and others with the successful rehabilitation of neurotic soldiers by means of group psychotherapy. At that time relatively little had been published, although the selection of leaders received further attention post-war, when the Civil Service Selection Board began to experiment with a method of selection of candidates for the Administrative Class similar to that used by the War Office Selection Boards. The Civil Service approach soon became popular knowledge through the publication of A.P. Herbert's humorous novel Number Nine, but description and discussion of the underlying principles had tended to be confined to the learned journals prior to 1948.

A feature of the selection procedures associated with Bion's thinking had been the use of groups of candidates, usually about eight in number, who had to perform various tasks whilst under observation. In War Office Selection Boards, the tasks included group discussions and outdoor situations which for successful completion required a certain amount of planning and co-ordination. No leaders were appointed, the object being to observe who emerged spontaneously as leaders from the group. Underlying this procedure was a belief on the part of observers that leadership could only arise in relation to a group problem, the sanction for leadership residing "not in the individual, however dominant, strong or efficient he may be, but in the 'total situation' and in the demands of that situation". (Harris, 1949) Thus the leader was the one who recognized the situational demands, was able to gain acceptance for his description of them from other group members, and who succeeded in releasing "collective capacities and emotional attitudes that may be related fruitfully to the solution of the group's problems ...". Observation of this was supplemented by a medical examination of each individual, who also took tests of intelligence and personality. By examining the results of these tests in conjunction with the observations of the group, the selectors were able to draw conclusions about a person's interactions with other people and the amount of stress he could tolerate without serious deterioration in his effectiveness.

The use of small groups and group tasks had obvious affinities with the work of the Staff College syndicates; likewise the description of the Chairman's leadership role as requiring the release of collective capacities and emotional attitudes that would assist in the accomplishment of the group task. At Henley, however, group tasks are not intentionally made stressful, although sometimes an individual in the leadership role of Chairman may experience stress upon encountering opposition to his ideas or plans from other syndicate members.

Some of the sources of such opposition are explicable in terms of Bion's (1961) analysis of group life. He postulates two levels at which a group operates. Rationally and consciously it operates at a work level, the members meeting to perform a task and depending upon a leader who can grasp the realities of a situation. At a deeper level, essentially emotional, the group serves to satisfy the basic social needs of its members by providing a leader to meet their dependency needs and by enabling them to identify a leader who in the face of danger will lead them to "fight" or to "flee to safety". It follows that leaders appointed by an institution to facilitate the performance of a group task (like chairmen at Henley) can sometimes fail to meet the deeper needs of members when, for example, the latter feel angry about a colleague's behaviour in a meeting but are not given a "legitimate" opportunity to express their resentment or fears. In such circumstances the unexpressed resentment of the group may interfere with effective task performance.

At Henley, from the beginning one of the implicitly recognized functions of a syndicate DS has been to watch for such situations, and to contain their disruptive effect by, for example, speaking to some of the frustrated members individually and encouraging them to talk informally to the offending colleague. He will, however, try to avoid the role of expert trouble-shooter, in order to prevent the syndicate from becoming dependent upon him in this role and to develop the members' capacity for handling conflicts of this kind.

If, on the other hand, it becomes evident that the cause of the members' dilatoriness in working upon an assigned task is some aspect of College administration, in no way the responsibility of the syndicate Chairman, then the DS may assume an executive role as a representative of the College and seek to uncover the sources of dissatisfaction as a first step towards removing the impediment to effective task performance. The DS in such circumstances then acts as a protector of the members against unwarrantable stress in the syndicate situation.

Other explanations of group atmosphere and group aggressiveness appear in the work of Kurt Lewin (1952), who attributes considerable influence to the attitudes and activities of the group leader. "Authoritarian" leaders, for example, create an atmosphere in which members tended to be more aggressive or submissive than members of democratic or laisser-faire groups. A democratic leader, on the other hand, tends to create a less tense and more productive group, although (as Bion's theory indicates) much depends upon the personality characteristics of the group members. As Lewin points out, members of a group bring with them the status they occupy "back home" and a preference for the roles they usually play. Consequently they tend to adapt their old roles to the new situation and to try to make other group members support these old roles unless new ones, like chairman and secretary of a syndicate, are given to them. By rotating the leadership amongst the members of a Henley syndicate, the College ensures that they could study amongst themselves different leadership styles and their effect upon group atmosphere.

Nevertheless Lewin indicates a built-in source of difficulty with his use of groups. He classifies groups as either positively or negatively organized, the positively organized groups coming together spontaneously in response to a perception of like feelings and objectives, whilst negatively organized groups are formed by an external agent without whose intervention the groups will not otherwise have met. Whereas the positively organized groups tend to direct their aggressions towards persons and objects outside the group, the negatively organized groups - the Henley syndicates would be in this class - tend to attack their leaders or individual members, using them as scapegoats and generating plenty of interpersonal hostility in the process of wrestling with the conflict between individual needs and group requirements.

As we have already indicated, these manifestations of aggression within syndicates pose a delicate problem for Henley DS. Whilst sensitive to the stresses that can be caused for individuals, DS nevertheless want syndicates as far as possible to learn to cope with the consequences of their members' behaviour, thereby minimizing their dependence upon the directing staff. This approach has some elements in common with the role of the group psychotherapist as described by Foulkes and Anthony (1957, p. 47):

> "The group-analytic approach is complex but not spectacular. It lays stress on under-emphasis and sees merit in the minimum. It recognizes the importance of the conductor's role, but it prevails on him to function as much as possible 'behind the scenes' in the background. He is there to be of service to the group. His attitude and behaviour are among the principal determinants of the situation, but his control of the group remains subtle and unobtrusive. He is a living example of Lao-Tze's great paradoxical statement that the greatest leader is he who seems to follow".

However, it is necessary to emphasize a major difference between the operating methods of the syndicate and the therapeutic group, insofar as the syndicate has to operate on a prescribed task to be completed within tight limits of time whilst the therapeutic group preoccupies itself with "unselected, uncensored, spontaneous communication". Furthermore, it was not the intention that syndicates should have the object of performing a therapeutic function.

It nevertheless has to be recognized that if new skills are learned, such as the ability to form judgements on the basis of uncertain information, then experience in a Henley syndicate is therapeutic in the sense that the application of that skill may reduce the manager's anxiety in such circumstances and increase his confidence in coping with them. Furthermore, the syndicate creates a supportive atmosphere and professional contacts which may persist long after the end of a session, doing something to reduce the isolation of any member who feels that he must discuss his problems with someone of understanding outside the enterprise.

From this comparative review we can see that Noel Hall not only adapted the use of learning situations from other institutions but evolved new forms suited to the achievement of the distinctive educational objectives of the College. Expressed in behavioural terms, the manager fit to bear the highest responsibility will leave Henley equipped to identify major issues, to exercise independent judgement, to devise and to choose between alternative plans, to gain the support of other people for a point of view, to deal with conflict constructively and to cope with the problem of uncertainty in decision-making. But, above all, the manager will have to be a realist if he is to be capable of applying these skills successfully.

As we have already indicated, syndicate work has been designed as a form of simulation of managerial activities which enables the member to practise and to develop these skills whilst at Henley. The process of testing a grasp of reality, however, poses each manager with a difficult and delicate problem, perhaps well expressed in the spirit of the nineteen-forties in Jean-Paul Sartre's existentialist philosophy. Sartre maintained that if a person wishes to see others as they really are, and not as he would like them to be, it is necessary first for him to reveal his true self to others and to face up to the possibly painful consequences of this projection of his personality. This requires courage, since individuals like to project an "ideal self" rather than to suffer the pain of letting other people see beneath the façade. In practice, as Simons (1966) has pointed out, individuals tend to project themselves a little at a time, "taking unpopular viewpoints in a group, supporting unpopular causes, and so forth", such activities leaving the person open to ridicule as well as to praise. Since the expression of judgements and points of view is an essential part of the work of syndicates at Henley, one can see that what Simon calls "objectification" is one of the more important learning processes which could operate at the College in the interests of the member. And with increasing objectivity, the "free and responsible" manager has greater potentiality for what the existentialist would describe as "making himself" by "the self-development of his essence through an act of the will".

In permitting the individual to move towards a more realistic picture of himself and his fellow members, work in syndicates thus provides an environment in which a manager can test out and modify his "self-concept", and relate it to a revised perception of the roles he may be able to perform "back home" in his enterprise. This process of personal reassessment may be of especial importance to the specialist contemplating himself in the role of a potential general manager.

The contribution of the Directing Staff at Henley to these processes is naturally constrained by the educational objectives, with their emphasis upon personal skills and individual judgement. To encourage the free and open expression of ideas in syndicate, the College deliberately put discussions under the chairmanship of members, rather than under the DS in the manner of military staff colleges. Member chairmen at Henley, rather like DS at Quetta or Camberley, receive special briefing notes, but so too do the directing staff.

In relation to the content of syndicate discussions, under the Noel Hall approach DS are expected to behave in part like Oxford tutors, drawing attention through the chairmen to relevant reading if this appears to be neglected or potentially conducive to deeper discussion. They may also encourage deferment of discussion of a topic until later in the session where this will have greater impact, so that each syndicate DS needs to be reasonably conversant with the content and reading assignments of each subject in the course. A feature of this approach is that syndicate DS are encouraged not to intervene in the discussions, except through the chairmen, comments to individuals about their contributions and behaviour usually being made to them privately outside the syndicate room. As for the organization of the course in terms of the content, methods of study, and time-tabling, this initially stemmed from the Principal's own thinking and direction, although subsequently time-tabling became the major concern of one member of the directing staff designated as the Director of Studies.

Clearly, the syndicate DS at Henley in its earlier days were not expected to pose as omniscient leaders or as conventional experts in a given field of knowledge, or as outstandingly successful practitioners whose methods should be emulated: such postures would have been inimical to the achievement of the educational objectives. But in order to make pertinent comments a DS needed previously to have spent some time in a responsible position within an organization in order that he himself might acquire an appropriate sense of reality, on the basis of which sometimes to ask relevant and occasionally startling questions of members when they overindulged their imaginations. Behind the scenes, his preoccupation was with the factors that appeared to be preventing the syndicate from working effectively - whether it was getting too cozy or complacent and in need of a jolt from some penetrating criticisms in a presentation, or, at the other extreme, tending to become fractious and unproductive because of personal animosities between some of the members which would have to be resolved. In this respect the DS again acted like the Oxford tutor, described by Dr. Moore as "the one who cares rather than the one who knows". (1968, p. 64)

This concern for syndicate members, often manifested very unobtrusively, is in itself a form of teaching by example, similarly applied in the questions asked, the comments made, and the evidence they provide of the attentive listening of the DS "in the corner". He is also concerned with the maintenance of what Gosling et al (1967, p. 33) call the "boundaries" of the group in relation to privacy and the confidentiality of the discussions, particularly if there is a request by an outsider to be allowed to "sit in" on the syndicate's deliberations.

Understandably, the expertise, knowledge, and functions required of the DS under the Hall approach create problems because they amalgamate elements of other better known roles in an unobtrusive way to produce a new and unfamiliar hybrid. Accordingly there are often pressures upon the DS from members to act in the more conventional manner of the schoolmaster or lecturer and to give answers to questions instead of querying their appropriateness or encouraging members to draw their own conclusions. Professionally, too, such DS find themselves treated as nonconformists who continually have to explain their roles to other management teachers whose activities more obviously fit the stereotypes of the thoroughbred lecturer, discussion group leader, or tutor. Some outsiders and some of the members are perplexed by the hybrid and apparently passive role of the syndicate DS in this approach, although the contributions of the Principal in the more conventional role of chairman at presentations is more readily appreciated. It is perhaps not recognized that this role is intimately related to syndicate learning through the setting of an appropriate standard of dialectic.

Throughout this chapter, we have concentrated upon the concept of syndicate learning in the form evolved by Sir Noel Hall, comparing the application of this concept at Henley with the use of syndicates in the training of Army staff officers and with other systems of learning, notably the Oxonian tutorial system and the adult education classes of the extramural departments of universities. We have noted how Sir Noel's concept of syndicate learning requires the directing staff to play a complex role having some elements in common with the roles of conventional tutors, teachers and psycho-therapists, yet in practice subtly different over all. Despite the problems inherent in the use of small groups for the processes of education and training, this approach at Henley attracted widespread attention, eventually leading to its application in other countries. Whether the concept remained appropriate to the education of managers was an issue much discussed in the nineteen sixties against the economic and educational background of the time. How the Administrative Staff College at Henley resolved the issue and how an alternative approach to learning in syndicate has been evolved during the principalship of Mr. Martin-Bates are described in the chapter that follows.

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Chapter 4

Evaluation, Experimentation and Research

The preceding chapter presents a picture of the syndicate approach to the education and development of managers of the Administrative Staff College as it was conceived within the context of the nineteen-forties and operated in the nineteen-fifties. In 1961 Sir Noel Hall was succeeded as Principal by J.P. Martin-Bates at a time when a national preoccupation with economic growth associated the concept of a "dynamic economy" with "dynamic management" (NEDC 1963). This was to be stimulated by the establishment of at least two high-level schools of Business Administration in Britain "in addition to other developments already probable in universities and other institutions" (Robbins 1963). Faced by this prospect of increasing competition, the new Principal sought to evaluate the work of the College and to identify directions in which the syndicate approach could benefit from reinforcement or modification in order to enhance its potency as a learning medium. This chapter accordingly analyses some of the dilemmas of evaluation confronting the College, the method adopted, the findings and the steps subsequently taken to ensure that its approach continued to meet the requirements of nominators and members against the background of a changing environment.

The acceptance by industry and the universities of the Franks recommendations for the establishment of two new Business Schools was interpreted by some critics as a rebuff to the Henley approach, although the Robbins (1963) committee had specifically commented on "the notable success since the war of the Administrative Staff College at Henley". Evidently, however, it had been felt that the "dynamic management alert to discover new ideas, to develop new markets and to explore the possibilities of technological innovation" (NEDC, 1963) (regarded as a vital component of a dynamic economy by the National Economic Development Council) would be generated in the long run more effectively by business school graduates than by developing experienced managers, although by 1965 it was clear that Manchester and London would be including twelve-week programmes for the latter category in their plans. The implication of the NEDC argument was that the success of the business schools would be evaluated by correlating the growth in numbers of business school graduates with the growth rate of the British economy, assuming that the graduates would prove to be dynamic managers.

Assessing the work of a college: some dilemmas of evaluation

Institutions concerned with the education and development of managers face several special difficulties in evaluation if they aim to help a manager to improve personal performance and to prepare him for responsibilities at a higher level. The task is much easier if the objective is simply to give the manager increased knowledge of techniques - an objective recommended by some firms to Franks (1963) as desirable for the new Business Schools. Such knowledge can be assessed by conventional tests or examinations before and after the managers have been exposed to the course. Similarly, if nominating enterprises are able to specify clearly the kind of behaviour that differentiates their good from their less effective managers, then a College may aim to move its course members' behaviour in the direction of the behaviour characteristic of successful managers by methods reminiscent of those advocated by Skinner and the "behaviourists" for the training of animals: simply by rewarding the individual every time he behaves in the desired manner. Miner (1965), for example, has described a programme for which management had prescribed the objectives as to produce men who were competitive, who liked leading other people and who identified with higher management. Those who attended the course subsequently behaved in the desired way and got more promotion than those in a control group; the course was therefore regarded as achieving its objectives. Such specific models of desirable behaviour cannot be commended at institutions like the Administrative Staff College, because of the wide range of environments, value systems and functions within which its members have to operate.

As Hesseling (1966) has pointed out, courses are in practice assessed by different people for different purposes, and not only by managements concerned with evaluating changes in participants' behaviour. Indeed one can argue that a programme obviously satisfies those who pay the participants' fees as long as they continue to support repetitions of the same programme - an evaluation of the course in effect by the test of the market. But quite apart from evaluations of the course by those paying for it, directing staff need almost continuous feed-back from participants in order to ensure that the members understand what is being communicated to them and that what is being communicated to them has relevance to their future careers as managers. Such feed-back can, of course, be spontaneous, informal and almost instantaneous where there is strong rapport between directing staff and the members, although questionnaires and other more formal means may be desirable after such occasions as a talk by a visiting speaker. Mechanisms of this nature can obviously be valuable in maintaining and improving the standard of performance of lecturers and course organizers, whilst in the reverse direction organizers and lecturers need from time to time to review the quality of the participants in relation to the demands made on their capacities by the programme.

Whilst recognizing the usefulness of feed-back from members during a course, the Administrative Staff College has nevertheless been wary of judgements made by members about the overall value of a programme at its end. Directing Staff have noticed, for example, the phenomenon observed by K.R. Andrews (1966) that members at the conclusion of a post-experience management course tend to feel that they are expected to respond with a positive evaluation, influenced by the favourable implications of their selection for the course and the satisfactions derived from associating under pleasant circumstances with other managers. End-of-course evaluations also possess the inherent disadvantage of being made before the individual has been reassimilated into his working environment, with the risk of discovering afterwards that changes there have altered the relative usefulness of elements of the programme.

Despite its awareness of the difficulties and limitations of the evaluation process, the College decided in the autumn of 1965 that it would profit from a special study of the extent to which it had been successful in achieving the stated aims of its general management programme. To ensure impartiality, it was agreed that an external independent institution should be asked to undertake the task of evaluation, the choice falling upon the Tavistock Institute of Human Relations.

Evolving a strategy for evaluation

From the outset, it was agreed that the Tavistock Institute and the College should work collaboratively to define issues and strategies for an investigation that would prove interesting and useful to the staff of both institutions. The College wanted its work reassessed; the Tavistock researchers had interests in managerial career patterns and managerial roles in different environments. As these foci appeared to be highly interrelated, an indirect approach to evaluation was adopted by the senior Tavistock research worker, Dr. Robert N. Rapoport, beginning in 1966 with interviews exploring managerial role-requirements and later conducting a survey of Henley members' careers which at the same time raised questions about their experience at the College.

A fundamental question for any institution concerned with developing managers is the identity of its formal clients - in the instance of the Administrative Staff College, one client clearly being the nominating enterprise which releases the manager and pays the cost of his training. To discover what the clients themselves wanted from the College, Rapoport and his colleagues undertook exploratory interviews with nominators and a number of ex-members, prospective members and non-Henley managers of comparable standing. The nominators chosen represented the major categories of private sector enterprises, banks, nationalized industries and the public sector (embracing local and central government).

From the overall pattern which emerged, one could discern a relationship between the authority structure of the enterprise and the attitudes of the nominators. For example, the bank operated a centralized selection system and showed a high degree of commitment to the use of Henley. In enterprises where authority was shared with the operating units, as in the nationalized industry and the private sector firm, one found a tendency towards a more experimental attitude to the choice of courses. In the Civil Service, in 1966, some ministries made their nominations on the basis of consultation between local units and headquarters; other ministries decentralized the nominations completely, but the predominant attitude was one of scepticism. In general the results of the investigation cast doubts upon the assumption that a course of the Henley type can be readily evaluated from a total enterprise standpoint.

Regardless of the attitudes of the nominators interviewed, Henley tended to be seen as an institution devoted to the preparation of managers for effective performance at a higher level of management. What the nominator considered required to be done by the College depended upon the characteristics of the individual manager: the arrogant manager might need to be taken down a peg or two; the "rough diamond" polished up a little; the parochially-minded manager exposed to people with broader horizons. There was, however, an endorsement of Sir Noel Hall's idea that there was a bridge to be crossed between the demands of a senior management post and one at middle management level, preparation for the crossing requiring new kinds of learning not easily acquired on the job or in the context of the employing enterprise.

The exploratory survey exposed some of the complexities which can bedevil an evaluation of the work of a College from the standpoint of a nominating enterprise as the formal client. But the Administrative Staff College also recognizes that it has obligations to the members as individuals and private citizens, to this end treating all communications within the establishment as privileged and confidential, and declining to report formally upon the performance of members of the course. At the personal level, each member is provided with opportunities to discuss with the directing staff and the Principal questions about prospects, career and abilities, so that the individual has something to take back with him to his enterprise and to whatever new roles he has to face subsequently. Since the members are also part of the formal client's system, it therefore seemed logical to try to ascertain what they expected to derive from an experience at Henley, to what extent their expectations were fulfilled and what they felt they had actually gained from the experience. Bearing in mind some of the pitfalls of evaluation already identified - such as the tendency of people to say they have benefited from training courses, and the limitations of end-of-course judgements - Rapoport decided that the most appropriate instrument for obtaining information about members' reactions would be a questionnaire addressed to all those from the United Kingdom who attended sessions of the main course between 1960 and 1966.

Before we turn to the findings from this survey, it is relevant to take note of Rapoport's own strictures (1970, p. 207):

> "As an evaluation study, it must be said that the design and execution of the research have many deficiencies. There is no measurement of 'before' and 'after' training characteristics of the relevant population. There are no control groups. There are no measures of tested reliability, only a survey instrument constructed on the basis of exploratory interviews".

Already, however, the College had recognized the practical difficulties in terms of time and cost that would have been involved in collecting additional information about the behaviour of members from superiors, colleagues, subordinates and families, and had agreed that, by investigating the contemporary roles of senior managers, it would be able to check whether Sir Noel Hall's original assumptions were valid, whilst still gaining new knowledge about the contribution made by educational experiences of the type provided by Henley. In view of the significance attached by the College to the reorientation of managers from a narrow set of perspectives to a broader one as a prerequisite to effective performance at senior levels, the nature of this process of 'managerial development' was therefore made the focal point of the latter part of the investigation.

Mid-career development and Henley: the findings

Rapoport's study possessed the great advantage of being conducted by persons outside the College, the information collected postally being stored and analysed in the Tavistock Institute and protected by such precautions as the use of code numbers rather than names on the records. These security measures may in part have been responsible for encouraging 70 per cent of the members approached to respond - some 576 in all.

The questionnaire embodied questions about the post-Henley careers of members which to some extent tested the continuing validity of Sir Noel Hall's assumptions, made in the late nineteen-forties, about the work of high level administrators. As we reminded ourselves in the previous chapter, these assumptions included the beliefs that high-level administrators worked more by persuasion and consultation, that they shared many of their responsibilities with colleagues, operated under time pressures with imprecise data and spent more of their time with representatives of other institutions. Examples of such activities were in fact cited by members as illustrative of their day-to-day problems in terms of "interminable and wasteful committee meetings", "protracted fruitless discussion with the union", having "to argue for a point of view and put a case across, sometimes with an awkward individual involved", resenting "time spent in futile negotiations" and "dealing with contractors over unfulfilled promises". Other problems mentioned by members which supported Sir Noel Hall's assumptions were described by Rapoport (1970, p. 117) as "having to give advice on matters while knowing one's deficiency of information" and "lack of time for thinking through problems".

Members' answers to questions on changes in managerial responsibility also supported Sir Noel's assumptions to a considerable degree, bearing in mind that most members, although promoted once or twice, were still ascending the administrative hierarchy. About 70 per cent of the members took more decisions of greater magnitude without referring to higher authority and found themselves participating in long-term planning, whilst the amount of involvement with persons of other specialist backgrounds increased for 60 per cent of members, and the amount of dealing with persons outside the enterprise for 47 per cent. However, the percentage increases varied according to the organizational environment, with managers in the private sector being more likely to deal with decisions of greater magnitude, bankers being less commonly involved with long-term planning or others of different specialities, and civil servants more constrained as they gained promotion. Whilst banking problems tended to be resolved most commonly by "strong action from the top", members in other sectors typically handled their problems by processes of complex negotiation.

Variations according to working environment also characterized the expectations of members and their estimations of benefit, considered retrospectively. Most members believed that their employers sent them to Henley for "general broadening", a minority felt the purpose had been "to fill in areas of weakness" and a percentage of civil servants thought the choice to go to Henley had been a matter of "pure chance". A majority of members (67 per cent) expected a "chance to compare experiences with others", and all but the bankers "better understanding of senior role requirements". Managers from private industry expressed less concern than other members with "better understanding of the organization in relation to the environment". Only 34 per cent of members anticipated gaining "improved ability to handle a new situation".

Upon comparing the items chosen by members as "expectations" with those selected as "benefits", Rapoport found a general gendency for benefits or "gains" to exceed expectations, for example in the chance to compare with others, in understanding of the enterprise in relation to the environment and in "improved ability to work with others with different experience and outlook" (an outcome in keeping with Sir Noel Hall's objectives). Two outcomes emerged rather unexpectedly for some members as "increased understanding of oneself as a person" (expected by 20 per cent of members and gained by 46 per cent) and the benefits derived from a "complete break from usual workloads and associates" (anticipated by 28 per cent and gained by 58 per cent). The benefits from comparing oneself with others and gaining in understanding of oneself both point to the useful contribution of "objectification" to the development of senior managers.

The College continued to emphasize development in the nineteen-sixties, the Principal, J.P. Martin-Bates, having stated:

> "Our main object is to encourage personal development, and by this we mean a man or woman's capacity to manage, not only in his present job but also in the kinds of tasks he may be faced with in the future".

Accordingly, Rapoport asked members two questions on development:

As a result of Henley would you say you developed as a manager?

As a result of Henley would you say you developed as a person?

The majority felt that they had developed "a fair amount" with a significant correlation between the two aspects, thus supporting the fundamental position of the College on the importance of personal development in the transition from specialist to general management.

What aspects of their experience at the College had promoted their development or had satisfied them varied among members considerably. Most members, for example, selected informal contacts with staff and other members, talks by outside speakers and visits to other establishments as worthwhile activities. For many, their syndicate DS represented a person outside the system of judgement and power pervading their enterprise to whom they could talk freely on problems of career development. Members appreciated greatly the "accepting" atmosphere at Henley which tolerated an uninhibited exchange of views and felt they had gained from the opportunity of being removed from the ordinary round of work pressures. This "role-disengagement" and the accompanying opportunities for informal interactions with DS and others on the course gave many members time to reconsider their own life-patterns and experiences, to reassess their own personal values and to gain new insights into themselves. By such interactions, members not only became more objective about managers in other enterprises but gained in self-esteem from realizing their own skills and competence.

About 10 per cent of members expressed adverse comments on syndicate work, some criticizing a lack of rigour in discussions, others what they felt to be a paucity of opportunities to analyse realistic management situations. To compensate for deficiencies of knowledge and experience which they felt had existed in their syndicate, about 30 per cent of members advocated more teaching inputs from directing staff on such subjects as operational research, statistics and economics - areas in which in fact the College had already augmented its staff in response to the comments of members about the problems of growth within their own enterprises. Some members found difficulty in understanding the role of the DS and advocated the removal of DS from syndicate rooms, whereas 23 per cent of members envisaged positive extensions to the role by giving personal guidance, help in self-appraisal or "personal counselling on one's own ideas and performance". A further 20 per cent recommended that DS should "challenge members more".

Since the process of personal development appeared to be influenced by interactions between many factors, Rapoport concluded that it was desirable to make a factor analysis of the questionnaire responses of members in order to ascertain what correlations existed between each of the 286 variables concerned. This was accomplished by McQuitty's Hierarchical Linkage technique (1960) which revealed that 13 clusters of variables were all linked with members' evaluations of themselves as having developed as a consequence of having attended the main course at Henley. Rapoport then devised a system whereby he could express each of the complex clusters of information about individuals in terms of numerical scores, which again were analysed to see whether the 13 clusters could be grouped into patterns expressive of a simple typology of members. A principal components form of factor analysis with varimax rotation was used for this purpose.

From this second analysis, three factors emerged which were statistically significant in relation to the sense of having developed as a manager. The first set of clusters related to patterns of behaviour described as creative, ambitious, venturesome, conflicted, restless and hard-driving, collectively forming a pattern of managerial development entitled Metamorphic by Rapoport. This suggests some kind of transformation of a fundamental nature in the manager or his environment, or in both.

The next factor to emerge was composed of clusters which had as their most important components behaviour patterns described as "climbing", "fulfilled" and "uncritical". Collectively this suggests an Incremental pattern of development in which the individual readily accepts a steady rise through an organization.

The third significant pattern was composed of the clusters describing people who were alienated and environment-oriented. Because it gives the impression of a person who prefers to work at the periphery of the enterprise, often spending much of his time with people from other organizations, this pattern of development has been termed Tangential.

A theory of personal development and some implications

When Rapoport analysed the factors contributing to variance in personal development, he discovered that the bulk was attributable to the three factors representing the Metamorphic, Incremental and Tangential patterns, and only a small amount to age, education and type of employing organization. From his analysis, Rapoport concluded that development occurs through the two basic processes of accumulation and transformation. This is a view that has affinities with Erikson's (1965) life-cycle theory which postulates that development occurs by accumulation within stages, each stage terminating in a critical growth stage of transformation determined by the nature of the organism. The major difference is that Rapoport's theory relates to transitions between roles in a working environment, specifically from a specialist manager role to a general manager role, and not to biologically determined modes.

A more detailed analysis of patterns of development reveals some interesting relationships with different working environments which could have a bearing on an institution's choice of learning situations for post-experience courses. Of the four clusters constituting the Metamorphic pattern of development, the first presents a picture of the "Ambitious-creative" person, unconcerned about the security of the job, disliking dull environments and seeing himself as expressive, creative, healthy, energetic and competitive. He is enthusiastic about his experience at Henley. A high score on this cluster characterizes production managers, research managers and members from the private sector. A private sector background also marks most of the high scorers on the "Venturesome" cluster, who tend to be younger and less well educated specialists in the production or sales functions, sales managers and those who did not finish their university courses again showing relatively high scores on the "Conflicted" cluster. Sales managers and production managers reappear, together with accountants, as high scorers on the fourth Metamorphic cluster, "Restless-hard driving". Such men describe themselves as aggressive, moody and talkative.

When scores on the four clusters are combined, the resulting Metamorphic pattern shows a high correlation with the individual's own perception of his development as a manager. A somewhat more "off-beat" background typifies the high scorer on this pattern with a record of striving and of dissatisfaction with himself and his enterprise. Coupled to high competence and creative drive, this "divine discontent" frequently produces the necessary thrust to push through improvements in unsatisfactory situations.

It seems that members pursuing a Metamorphic career pattern move from Henley into an environment in which they are permitted to reorganize themselves for a major role transformation. For such managers, a developmental community like the Administrative Staff College functions most helpfully if it promotes the transformation process by means of a participative style of learning. This embraces the giving and taking of criticism, and the possibility of perceiving oneself and other people in a different way, as well as reformulating many ideals and ideas. Since these processes are inherently "risky", their stimulation requires the establishment of a "safe" environment of the Henley type where people can learn to trust each other and to experiment, knowing that no far-reaching reprisals will follow. As a measure of the impact of his experimental behaviour on other people, the Metamorphic type of manager also needs a steady flow of feed-back of the kind given in T-groups and Blake's Grid seminars. Whilst not providing the volume of feed-back found in a T-group, the Henley syndicate approach generally appeared to satisfy conditions conducive to the Metamorphic pattern of development.

In contrast with the somewhat explosive nature of the Metamorphic pattern, the Incremental pattern of development reflects a steady advance in status and an increase in capacities without any particularly radical or fundamental changes. The three clusters descriptive of high scorers on this pattern reflect, first of all, steadily increased managerial responsibility after leaving Henley, and secondly a general picture of stable, contented happiness and fulfilment which links to a sense of development as a person but in no way correlates with age or educational or occupational groupings. Members with high scores on the third "Uncritical" cluster accept their enterprises for what they are, accept the Henley staff straightforwardly as teachers and tend to be sent by the enterprise for its own reasons rather than as a result of any special considerations for the individual.

Summing up, people with high scores on the Incremental pattern give the impression that they enjoy seeing their organization functioning well. They pride themselves upon overcoming obstacles in a calm, rational and unflappable way, and are regarded as persons who can make things work within an existing framework by persistence, ingenuity and getting along with others. Since persons of the Incremental type develop within a relatively unchanging structure which they accept, and appear to progress as a result of accumulating competences, lectures and other means of transmitting expert information best seem to fit their requirements, uncomplicated by any dramatic transformations. Consequently the additional expert staff recruited by the College and the series of lectures on analytical techniques mentioned earlier were steps likely to be helpful to future members of the Incremental pattern, although the developmental implications had not been recognized at the time.

Whilst members with an Incremental pattern of development originated from a wide variety of organizations, those of the Tangential pattern more frequently came from the public sectors. The four clusters forming the pattern point to groupings of managers who feel "Alienated", possess an outlook that is "Environment-orientated", are not "Venturesome", and display "Doggedness" as a personal characteristic. Considering himself sent to Henley by pure chance, the Alienated manager, provoked constantly by his enterprise to moods of rage, despair and dissatisfaction, feels little pride and fulfilment in his work. At Henley he would have appreciated more career advice from the staff. Of the managers from the nationalized industries, 55 per cent appeared in the two highest-scoring groups of the Alienated cluster, together with 52 per cent of those from local and central government. Members from nationalized industry also provide 60 per cent of those who score in the two highest groups of the "Environment-orientated" cluster. Despite depicting themselves as "rebellious", they prefer to remain within their enterprise, being low scorers on Venturesomeness. They admit to having gained a better understanding of their enterprise in relation to the wider environment and find their Henley experience directly relevant to their jobs.

When all four clusters are considered together, high scorers on the Tangential pattern emerge as individuals who have succeeded in struggling out of "buried" positions within their organizations to take a new interest in their environment and their potential within it. By moving into new posts, they discover fresh kinds of satisfactions and rewards which enable them to develop as managers almost in spite of their enterprises. At Henley they appear suddenly to have recognized their potential. They found the content of the course of studies relevant to their own situations, the information gained being of assistance to the process of personal re-organization.

The transformation elements found in the transitional stages of the Metamorphic and Tangential development patterns hinted at varying degrees of turbulence which could perturb directing staff. The Metamorphic manager might be aggressive and moody, dissatisfied with himself and generally critical; the Tangential manager prone to rage, despair and feelings of rebellion. Given these feelings in members, Rapoport suggested that some of the criticisms of DS could be interpreted as an expression of resentment at the apparent passivity of staff as members struggled with their own uncertainties. Nevertheless, in their responses, 26 per cent of members seemed to imply that the staff had not been particularly helpful, and as we noted earlier in the chapter members suggested direct teaching, help in self-appraisal, more participation in discussions and more private advice as ways in which the DS could be additionally helpful to some individuals.

The directing staff had for some years observed occasional manifestations of dissatisfaction, moodiness, rebellion and aggression by members without being able to offer a satisfactory explanation of such behaviour, and in 1967 had invited Harold Bridger of the Tavistock Institute to talk to them about these aspects of personal development within the context of syndicate work. The meetings with Bridger continued in parallel with Rapoport's analysis of the information provided by the survey and went on at intervals for more than a year after the publication of the full report in book form. Thus, whilst Rapoport uncovered problems and propounded a theory to account for much of the behaviour of members, Bridger operated as a practitioner with extensive knowledge of small groups. He could therefore respond with the directing staff to the problems and support them in their search for solutions. This search stimulated review, experimentation and adaptation, with an impact on the conduct and content of the course of studies.

Review, experimentation and adaptation

With Harold Bridger, the DS reconsidered their role with Robert Rapoport's findings in mind, concentrating upon the role-relationship of the DS and the situations which confronted members during their stay in the College. This led to a concern with the evolution of methods of enabling syndicates to become more effective in task performance and as learning environments, and the means whereby DS could increase their own effectiveness. This involved the examination of the relationships of a DS, not only with the syndicate, the chairman and the members as individuals, but in relation to subject content, learning methods, observation and the use of his own knowledge and experience.

Since the College normally organizes syndicate work within the structure of a chairman and his group, the problem was also examined from this point of view. Almost invariably, the chairman faces the problems of clearly defining the goal of the work, supervising the content of the discussions, considering the scope for alternative plans within the constraints of time, choosing a style of chairmanship, maintaining the morale of members and meeting the expectations of other syndicates and DS. In practice, members perceive the chairmanship role in many different ways and the question was raised whether chairmanship can be developed in syndicate through a greater awareness of the forces and factors affecting the members and the leadership of the group.

Bridger's analysis has much in common with that made by Schein (1969). Each member of the syndicate is assumed to arrive with preoccupations and a set of values and standards associated with his personal background and experience. These preoccupations, values and standards affect the work of the syndicate in a variety of ways, often unperceived by the members. For example, the behaviour of a member may be influenced by the state of his employer's enterprise, his past education and career pattern, the family background in which he grew up and his own immediate family at home. Confronted by the members with their preoccupations and their different backgrounds, the chairman of a subject faces the job of leading the syndicate towards the accomplishment of a group task whilst maintaining the capacity of the members to work together - a delicate balancing act. Simultaneously, although involved in contributing towards task accomplishment, the chairman and the members can vary in the extent to which they feel involved and committed to the syndicate task, and the degree to which they can also play the part of relatively detached observers of the scene.

Because of the problems inherent in simultaneously participating and trying to observe events, Bridger has drawn attention to the technique of "suspending the business of the meeting" as a device enabling a syndicate to review its manner of working, with the object of understanding what is happening and how task performance may be improved. This "suspension of business" may last, say, 20 minutes, during which time the chairman reverts to the role of an ordinary syndicate member and the DS takes the leadership role in exploring syndicate behaviour and performance. Bridger carefully emphasizes that the DS is not attempting to act as an "expert" in group behaviour in this situation, but shares the exploration with the syndicate, bringing to it the observations he has been able to make from a relatively more detached viewpoint, and giving official sanction to the practice of "suspending business" to review progress and to identify hindrances and helpful factors.

In a "suspended business" period, the DS demonstrates the specialist component of his role by putting at the disposal of the syndicate his observations of group behaviour to aid task performance or the maintenance of the group capacity for work. On the other hand, he may decide to withhold some knowledge from a syndicate if the learning objectives of the task require the members to discover the knowledge for themselves - an example of the discretion constantly exercised by DS. This latter behaviour is more in keeping with a consultative component of the role in which the DS endeavours to help individuals or groups to find solutions to their own problems, perhaps by encouraging them to look at a problem from a different angle. On the other hand, as we saw in the previous chapter, circumstances may warrant direct teaching by the example of the behaviour of the DS himself. The teaching component accordingly involves being aware of a variety of teaching methods and having the capacity to use them appropriately. Finally, in addition to these essentially pedagogic components, the DS role also includes an executive element derived from the authority of the DS as a representative of the College and from his administrative responsibilities.

In relation to the teaching and executive components of their role, DS have from time to time been much concerned with the function, form, and effectiveness of the presentations and conferences which all members attend. In this instance, a College working party produced an aide-memoire critically reviewing the objectives of these meetings and the way in which they were conducted and invited Bridger to contribute to a discussion on this topic.

The original objectives of these plenary sessions, as conceived by Sir Noel Hall, included the public sanctioning of the syndicate's task and the chairman's authority through the process of writing reports, presenting them orally and having them read and discussed by the rest of the session, fostering a competitive element and enabling a syndicate to judge its own performance; members also gained experience of making a public address on behalf of a small group and of particular techniques of speaking and intervention. In practice, the competitive element rapidly evaporated when syndicate views converged, unless the chairman of the plenary session or a visitor on the platform provoked members into argument. As for standards of performance, many DS thought syndicates should attempt to appraise their own work.

Speeches by members and the formality of the plenary sessions evoked most controversy, whilst DS generally agreed upon the value of a plenary meeting of some kind at the end of a subject to expose the balance of opinion and to utilize the contributions or special knowledge of all members and staff. How to make such gatherings useful and acceptable presented a problem, whereas "mini-conferences" attended by only one third of the session at any one time continually proved very popular.

In the ensuing staff discussion, it was suggested that a plenary might also be programmed at the opening of a subject for the purpose of deciding the allocation of sub-tasks to syndicates. Bridger emphasized the importance of relating plenary session design to the "back-home" experience and problems of members, where possible incorporating techniques and methods which have a counterpart use in social, industrial and community settings, thereby facilitating "reality-testing" in the setting of the College course. Amongst other factors are the potential for increasing confrontation by physical rearrangement of the seating, the use of expert panels, the use of DS as another group of contributors, the possibility of introducing interim plenary sessions and increasing the involvement of members in designing the final form of the plenary meeting. Some other institutions have experimented with courses where only the beginning of the programme is structured, other stages being worked out collaboratively by staff and members.

In further exploration of plenary session designs, Bridger and the staff have examined ways in which the plenary experience can bring an additional dimension to the members' study. One model, subsequently adopted in the study of social policies, requires each syndicate to take a different facet of the subject, such as crime, health, education or immigration, the various aspects being synthesized at the plenary meeting by a member of the directing staff. Another approach directs the attention of syndicates towards the application of their thinking to their own enterprises, a device also employed in the study of organization and the problems of introducing change.

Whilst the directing staff have found opportunities to add a dimension to plenary meetings through their executive responsibilities for subjects, they have confessed to experiencing much greater difficulty in trying to introduce the practice of "suspending business" in syndicates and sharing their observations of group behaviour with members. For many years the College has maintained a continuing interest in group dynamics and in T-groups, culminating in 1966 in a visit by a member of the directing staff to Denmark to investigate the use of sensitivity training by the Danish Employers Confederation in connexion with a business game. The game involved five teams of six members representing competing "firms", a member of staff being attached to each team as a "trainer". At each meeting, about half the available time was devoted to discussion, led by the trainer, of the performance of the group in the previous decision period, information about the participants' views and feelings being obtained by the frequent use of questionnaires. This approach appeared to be applicable to Henley, and in the autumn of 1966 G.A.G. Ormsby began to experiment with it in his syndicate with appropriately modified questionnaires.

Ormsby's approach has been to invite members of a syndicate to answer anonymously a questionnaire relating to one of their meetings or a recently completed subject and to feed back their views in summary upon a flip chart. As an example of this approach he quotes "a very unsatisfactory meeting, badly chaired by a member who gave much too free rein to his own strongly held views and made little attempt to control the discussion, which he and a couple of other members unduly dominated. The results showed that eight members considered that 'several people' were dominating the discussion, while three said 'no one'; the lesson from this sank home without any difficulty!"

Other means of stimulating discussion of syndicate group behaviour and performance include a Syndicate Check List based on the description of an effective managerial team given in Chapter 16 of Douglas McGregor's The Human Side of Enterprise (1960), and another derived from Rensis Likert's findings about the characteristics of leaders of effective working groups. In recent years about three periods have been programmed in each session for directing staff to lead a review of syndicate work, the impact of the questionnaires and check lists being to induce self-criticism in some syndicates and to improve performance in other ways.

In the summer of 1969 the DS agreed to discuss how syndicate review periods might help to promote the personal development of members, again inviting Harold Bridger to attend. Bridger drew attention to the growing complexity of the manager's world with its many uncertainties and emphasized the importance to the member of being able to test his capacity to cope with new situations and to receive real feed-back about his performance. This implied that the College has a responsibility to ensure that members can use their personal abilities and capacities to the full as a way of determining what their own limits of performance are, in the manner attempted by the "Metamorphic" managers identified by Rapoport. As a simple, matter-of-fact approach to self-appraisal, Bridger commended the concept of the "Johari window" which differentiates between the knowledge shared by an individual with others, the private knowledge concealed by the individual from others, the "blind area" of the individual's behaviour as observed by others but unrecognized by himself and the "unconscious" of the individual hidden to himself and others. Finding out about one's own behaviour and performance then becomes a matter of taking risks in exposing increments of "private" information and inviting the comments of others on one's "blind area". Bridger has commented that most people are prepared to seek information about their "blind spots" and subsequently to extend more "private" knowledge to others, recognizing that the capacity to obtain accurate information about oneself is an aid to learning. It is, however, important to treat the process matter-of-factly, and not as if the whole issue is a very delicate one; the main thing is to build up trust in one another. It is also necessary to get the trust of nominators in the wisdom of giving more feed-back, emphasizing to them that there is nothing too deep or "group-dynamicky" about the activity.

Subsequent to this discussion, there was some criticism on the grounds that unwarranted assumptions had been made about the degree of staff support for certain suggestions. This led Bridger at the next discussion to raise the matter of the silent member at meetings and the problems created when opposition is not voiced openly. One frequent consequence is that decisions apparently agreed upon are not carried into effect and the basic issues still remain unresolved. Perceiving the relevance of this remark to their reluctance to undertake "suspended business" sessions in syndicate, several DS commented on the feeling that they lacked confidence to do syndicate reviews because of lack of training and because members sometimes expressed hostility at the prospect of reviewing the performance of the group - "this is not what we're here for". These comments provided the basis for further discussion of the help or training appropriate to syndicate directing staff, the decision being "that the best form that this could take would be for DS to get away from Henley for two or three days with Harold Bridger and have a discussion among themselves, largely based on experience of 'critical incidents' in syndicate". It was also agreed to experiment with such techniques as a Field Force Analysis which might enable staff to uncover the factors encouraging or restraining certain types of behaviour or stimulating or inhibiting the growth of a climate of trust and openness.

By keeping a running record of critical incidents and the action taken to deal with them, DS built up a body of shared experience and learning material. One DS contributed an example of how he dealt with tensions between members in his specialist role:

> "Tension developed over several days between two members - one highly intelligent, one merely pontifical but successful in business. The latter, in the Chair, sought to silence the former who would not be silenced. He was on the point, he had an intelligent contribution to make but the Chair and others consistently misinterpreted what he was saying - and he fought back. I later held a post-mortem on how a Chairman can deal with a man who claims he is not being understood, or alternatively on how a man being misunderstood can contribute, other than by reiteration of his point. This was a very productive 15 minutes".

Another DS described how he had faced up to the possibility of his syndicate members being antipathetic to Syndicate and Course Review (SCR), bearing in mind the past experience of some colleagues:

> "We noted on the flip chart at the outset, some of the feelings or thoughts that existed in the group about SCR. The sort of things that came up were 'premature', 'likely to be destructive', 'could become too personal', 'seems too formal', 'possibly destructive', 'doubts about value in context of main course objectives' . . . We then listed up on the flip chart the aims of the syndicate in the context of the overall aims of the course. This produced some ten items.
>
> "I then explained the Field Force Analysis technique and we produced an analysis of the restraining and driving forces in relation to the aims of the syndicate. We then prepared an action plan to reduce the restraining forces and strengthen the driving forces . . . We then turned back to the list of original feelings about SCR and all of the negative items on the list were spontaneously withdrawn by general consent. The members of the syndicate, I think unanimously, found the session worthwhile and came out of it with a positive and constructive attitude towards SCR".

This provides a useful example of the DS in a teaching role, drawing upon a variety of approaches to assist the syndicate to become more effective.

Many of the incidents reported were less emotive in origin. One DS commented on an occasion when he found himself playing a consultative role:

> ". . . I was asked by one member in our first SCR period whether any help could be given in detail to assist in improving the depth of syndicate discussions, previously rated as superficial, uninformed and diffuse. This led to . . . a general discussion. Although this was inconclusive it was voted as very valuable. It may be significant that this was followed by . . . (an) effective meeting (studying organization) . . . later in the day".

During the sessions in which these incidents were being recorded, another approach to the study of group performance was proceeding in connexion with the Executive Management Exercise (EME), a form of business game operated and administered by B.R. Aston which had been introduced originally into the study of the impact of economic fluctuations upon business dynamics. Aston initiated a collaboration with Dr. R.M. Belbin of the Industrial Training Research Unit (ITRU) of University College, London, who wished to seize the opportunity presented by the use of the exercise on each session to investigate the relationship between group composition and performance within the constraints of the game. Belbin requested as a prerequisite that he be allowed to administer to members a personality questionnaire (Cattell's 16 PF) and the Watson-Glaser Critical Thinking Appraisal in order to obtain objective information about individuals; the College agreed on condition that the information collected should remain confidential to Belbin, that all participants should be volunteers and that he should make a brief presentation to each session of the findings of the study to date. The College also asked him to offer to conduct private interviews with the volunteers on the results of their questionnaires and tests as sources of information about themselves which could be useful in their own career planning; this Dr. Belbin agreed to do, knowing that many members had expressed a desire to more help in self-appraisal to Dr. Rapoport.

Very soon more than 80 per cent of members were volunteering to participate in the tests and interviews and to share in the role of observer after special training. Groups of eleven members proved to be too large, leading to under-utilization of people's capacities in the interacting, competitive Exercise, and the College then began to organize it on the basis of competing "companies" of six or seven members. By observing the pattern of interactions between members within each "company" and relating these patterns to the performance of the companies, Dr. Belbin discovered that certain combinations of members performed in the EME more successfully than others. Tentatively he concluded after ten sessions that the most successful combinations included a "utilizer", inclined to be rather group dependent but good at bringing the resources of the group together in a chairman-like role, a "plant" who provided strongly critical thinking and a steady input of creative ideas, and several "applicators" who possessed the characteristics of being conscientious, practical, down-to-earth, unjealous, conservative and controlled.

Belbin's findings, with the "plant" reminiscent of Rapoport's "metamorphic" manager and the "applicator" resembling the "incremental" type, provided the College with another set of criteria on which to consider basing the formation of working groups. The findings also stimulated members to think about possible applications to the composition of project teams in research and development, whilst the close collaboration with Dr. Belbin enabled them to savour some of the difficulties encountered and the hopes and disappointments engendered by a behavioural scientist in the process of tackling a managerial problem. During the Exercise, the College itself experimented in other directions by leaving the "companies" to operate without the presence of directing staff in the syndicate rooms, and by permitting observers in the later stages to contribute comments to the periods time-tabled for reviews of "company" behaviour and performance. The members thus found themselves monitoring their own performance unaided but not untrained, the directing staff having acted as exemplars in the earlier syndicate reviews.

The experiments in the Executive Management Exercise obviously carry wider implications for College policies. As Bridger wrote in some Notes for DS Workshop, 27th-28th April 1970, "while other institutions provide techniques and 'systems', the Administrative Staff College could teach and communicate through a climate of 'by example' which gave members an opportunity to try things (and themselves) out while still at the College". For many years the College has endeavoured to provide examples of effective administration as a deliberate policy, but creating the right "climate" in syndicate presents a challenging task to every member of the directing staff as a representative of the College. Assisting members to adapt to the available learning opportunities, encouraging them to experiment with their behaviour and examining the results of their experiments all constitute elements of the DS task in generating a "nourishing" climate in syndicate.

For many members this adaptive process may necessitate a change in concern from "getting things done" and "getting things absolutely right" to thinking about "better ways of learning", and accepting that experimental behaviour which might be ridiculed within the enterprise will nevertheless be tolerated within the College. On the other hand, if DS fail to attend to these "climatic factors" early in the session, the "entry problems" (as Bridger describes them) may persist to the detriment of members' learning opportunities.

Complementarily, looking forwards and outwards, the DS also have a responsibility to assist members to confront the transition from the values and standards of the course to those likely to be encountered when they re-enter their enterprises - a process officially recognized by the College and programmed as the course review element in Syndicate and Course Review periods. In performing these tasks with their highly personal implications the DS may find themselves acting as counsellors. Whilst Belbin's interviews sometimes develop incidentally into a form of counselling, the DS can handle these issues in semi-public discussions in syndicate, where other members show an impressive degree of restraint which to some extent protects DS from becoming too involved with personal issues. As an example of a useful insight applicable back home, a DS reported from a Course Review, "On return one member was going to alter things so that those to whom he had delegated authority in his absence could retain much of this responsibility, thus avoiding frustrating them and leaving him with more time for constructive work".

At a "DS Workshop", one of the staff raised the question of how best to evaluate the success of Syndicate and Course Reviews, colleagues concluding that the process can only be accomplished by investigations within members' enterprises before and after a session. Such investigations could lay the foundations of an information system providing an up-to-date picture of the organizational environment (including the psychological "climate") inhabited by each member, and contributing towards the specification of learning objectives and a fitting system of feed-back for each individual whilst in the College. Commensurate with these reflections on wider issues, the aims of a later "DS Workshop" incorporated "to advance our thinking on the College as an institution and on the DS role" as well as "to train staff, permanent and new".

By the beginning of 1971, the DS Workshops had evolved from staff training interludes into instruments for developing the College as an institution. In a prospective view of the task of the College as an institution, DS commented that:

> "The future will demand a different type of management - multi-functional, more flexible, more responsive to the environment, a less mechanistic type of organization, a different managerial style. Management increasingly has a developing, climate-setting role as well as the 'managing' one . . . How - in terms of organization, procedures and programmes - is the College going to provide the kind of experience and knowledge for members that will enable them to compete with this?"

As this chapter has indicated, the College regularly subjects the structure and content of the general management course to critical appraisal. An analysis of changes in course content over the ten years covered by Mr. Martin-Bates's principalship reveals many developments reflecting this evolutionary approach towards modifying the fields of study. As researchers in the fields of organization theory and organizational behaviour have turned with increasing frequency to a systems approach as the most satisfactory means of explaining sets of complex relationships, so the College has directed more attention to these fields and integrated organization, communication, delegation, control and accountability into one subject. Findings from social science research now receive closer study in relation to problems of "climate-setting" and managerial style. As for the crucial process of adjusting the organization to its changing environment, the part played by management information systems and developments in computing and data processing is more clearly recognized, and the contribution of quantitative techniques for analysis, assessment, planning and control given more extended treatment.

In line with national concerns, the organization of government, central and local, is given more time. In addition to the study of relations between industry and government, a new subject area has grown up around the issues and problems of social policy as they affect enterprises. This subject deals with such topics as education, race relations, health and welfare, social security, amenities, crime, and the questions of enterprise and managerial responsibility which they raise. The problems of long-term enterprise growth or contraction attract greater consideration, together with the skills of judgement, planning and implementation involved. International commercial relationships and the managerial problems of international enterprises now form a substantial area of study, besides providing the core of a special course for those directing international operations.

During 1971 the directing staff came to the conclusion that future Henley members would benefit from a redisposition of the time made available for their education and training for senior management posts by shortening the general management course to nine weeks and extending the review courses to include, say, a two-week seminar ten years later in which more time could be given to the problem of older and more senior managers in an environment of steadily increasing turbulence. In implementing this educational strategy, the DS again re-examined the content and structure of the general management course, so that the main sub-divisions of the shortened course introduced in 1972 are as follows:

Problems of Management and Administration

An introductory review of the experience, responsibilities and work of members of the course, their enterprises and the main problems which they are facing.

Effective Management with People

Motivation, leadership and the management of people to achieve greater productivity, efficiency and sense of fulfilment; recruitment, training and development; the study of social processes in a working group.

Information and Analysis for Decision-Making

The creative and analytical approaches to problem-solving and decision-making; management information; financial management and sources of finance; marketing; the economist's approach to events affecting business and public administration.

The Environment

The influence and policies of Trade Unions; the role of the Government in relation to business and its relations with industry; the social environment and its interaction with industry, business and the public service. The world market and special studies of the EEC and selected countries in different areas of the world. The outlook for the UK.

Corporate Strategies and Policies

Subjects in this area integrate earlier studies. They include an executive management exercise; strategies for change and organizational development; the operations of international enterprises; enterprise strategy and planning; the tasks and responsibilities of those who direct enterprises compared with those of operating executives; a review of the course and its implications for its members on return to their work.

Optional Studies

A seminar in a particular area chosen by the member.

This revised pattern puts greater emphasis upon managerial effectiveness and the ways in which it may be enhanced by the application of analytical methods and the study of social processes. It also integrates the earlier subjects more explicitly within the framework of a culminating study of corporate strategies and policies which prepares each member for an impending return to real managerial problems within the context of his or her own enterprise.

In terms of learning situations, the College recognizes the desirability of providing a wider variety to accommodate the differing requirements of a range of personalities and abilities amongst its members. It now uses more films, case studies, projects and exercises, including one devoted to the skills of high-level negotiation. More time is devoted to the considered analysis of syndicate performance, and of inter-personal and inter-group relations, in the belief that such analysis lays a foundation for a subsequent approach to organization development within the enterprise.

According to Johnson, Kast and Rosenzweig (1963), "the project or program type of organization, integrated around particular objectives to be accomplished, will be one of the fundamental bases of organizing in the future". Judging by the scope for evolution illustrated within this chapter, the syndicate as a temporary system within the framework of the larger organization of a developmental community still has potentialities for modification and enrichment as a learning environment for managers.

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PART II. THE APPROACH IN DIFFERENT CULTURES

Chapter 5

The Australian Administrative Staff College

Harry W. Slater, Director of Studies

Three men share the main credit for the establishment of the Australian Administrative Staff College. They are Sir Douglas Copland, the late Mr. Essington Lewis and the late Mr. Geoffrey Remington.

Remington made the initial move. He was a Sydney solicitor whose wide interests had led him into other fields than the law, one of which was public administration. He was a founder of the Royal Institute of Public Administration in Australia, and was its President for many years, although he was never a civil servant. Another of his interests was the Rotary Club of Sydney, and it was to this body that the first proposal for an administrative staff college was made.

The initial suggestion was for something different. At a Rotary convention held at Kiama, New South Wales, late in 1952, Remington urged that the Club should sponsor the establishment of a graduate school of business administration in the University of Sydney. A committee was set up to examine this, but their eventual recommendation was for an independent administrative staff college, modelled on the College already operating successfully at Henley-on-Thames.

Remington accepted the altered proposal with enthusiasm, and through the committee, which was soon enlarged to include members outside the Rotary Club, he pressed the project forward. One of his first actions was to invite Mr. Noel Hall (as he then was) to Australia to advise the committee. This visit in 1954 began a relationship between Henley and the Australian College which has continued and flourished to the present day. After Hall's visit, the committee felt ready to go ahead, and the College was formally incorporated in February 1955.

Essington Lewis now enters the story. He had been chief executive of Broken Hill Proprietary for many years, was now the company's vice-chairman, and was a man of high stature and influence among leaders of business and the civil service. He accepted an invitation to become the Council's first chairman, and thereby helped to ensure the widespread support which the College was to obtain from business and government.

The Council's first plans were modest. They did not contemplate buying a property, so no substantial capital requirements were foreseen. They appeared to have in mind the use of university colleges and other rented premises. They concentrated their attention on the search for a Principal, and after a considerable search they issued an invitation to Sir Douglas Copland - academic, war-time civil servant, vice-chancellor, diplomat, a distinguished economist who had always kept in close touch with business and businessmen. At the time of his appointment, Copland was Australian High Commissioner in Canada, and it was not until October 1956 that he was able to take up his new duties in Melbourne. On his way home, he visited Britain and of course went to Henley, where he was able to secure the services, for a twelve-month secondment, of a senior member of the directing staff, Brigadier A.T. Cornwall-Jones.

The first matter to which Copland gave his attention was the College's premises. He wanted a substantial permanent building, with spacious grounds, in which the College could develop its institutional life and traditions. This meant, of course, that the question of finance would take on an entirely new dimension. Essington Lewis and Remington saw the wisdom of Copland's advice and had the courage to support him. The story of how the College's present premises at Mt. Eliza were found, bought and adapted, and donations amounting to more than half a million dollars were raised from business, all in a little over six months, is an exciting one, but this is not the place to tell it. When Cornwall-Jones arrived from Henley to be Director of Studies, there were barely three months before the first session was to begin. It seemed sensible that Mt. Eliza should take over Henley's existing course, adapting it where necessary to Australia's special needs, and this was done. Culturally and institutionally Australia is very much a British community, and the necessary adaptations were few. The decision to take over Henley's course of studies, with minor amendments, may seem to smack of expediency. In fact, it was a logical step, for all those associated with the foundation of the Australian College had from the beginning been very clear that what they wanted was an Australian version of Henley. Copland too was convinced of the value of the Henley model, as he made clear in the first paper that was published for the Australian College in 1957. He gave it the title Administrative Staff Training: a New Frontier in Education.

Perhaps before the shape and development of the course of studies is examined something should be said briefly about the community which the College was set up to serve.

Australia is a mixed economy. "Business", the provision of marketable goods and services, is largely but by no means entirely carried on by private enterprise. Government-owned corporations predominate in power generation, public transport and water supply; they are important but not predominant in banking and insurance; and they operate in some other fields such as broadcasting and television. In the private enterprise sector, there are of course large numbers of small and medium-sized private businesses, but much private enterprise activity is handled by big companies. Many of these are Australian-owned, but many others are subsidiaries of international companies, mainly British and American.

Australia is also a federation. Six self-governing British colonies came together to form the Commonwealth of Australia in 1901. But they handed over only a specified list of powers to the central government. They retained their separate identities, and remained sovereign states, each with all the apparatus of parliamentary government. So the country has seven civil services, which divide the main responsibilities of public administration between them. The units of the third tier of government, local government, are with a few exceptions small, and their functions are limited.

A typical College syndicate of eleven members is representative of this administrative community. It may be expected to contain a Commonwealth public servant, a state public servant, one or two members from the statutory corporations (i.e., government-owned business undertakings), six or possibly seven from private enterprise and one or two from other sources - the armed services, the trades unions and overseas employment. Trades union nominees are eligible for scholarships granted by the Commonwealth Development Bank, and many of the overseas members attend under the Colombo Plan or similar fellowship arrangements. Of course, some overseas candidates have come from private employment and have been nominated directly by their employers; they have come from Britain, Japan and a number of south-east Asian countries.

The majority of members come from large-scale enterprises, many of which have recruited their staff from among school-leavers. Banks, agricultural agencies and finance houses, insurance companies and the civil services have traditionally recruited in this way, and they are among the heaviest users of the College. Most manufacturing and commercial businesses have adopted a similar recruitment policy, except in respect of their technical staffs. Thus only a limited number of members have tertiary education, and engineers, chemists and accountants predominate among those who do. Undoubtedly both business and the civil services have lately become more interested in graduate recruitment, but the effect on nominations to the College's advanced course is naturally delayed. A syndicate today (April, 1971), as in 1957, may be expected to have fewer than half of its members with tertiary qualifications, and all or almost all of these will be technical.

The scale of operation should be mentioned. There were 40 members in Session 1, divided into four syndicates of ten. For Session 2, pressure of nominations persuaded us to increase the course membership to 44, and syndicate membership to eleven. This immediately put pressure on accommodation, and as staff numbers were increased this pressure grew. Several small bedrooms had to be appropriated for staff offices and studies, and for a while some members of the directing staff had to work in a small cottage on the College grounds. In 1968 a successful appeal for funds enabled us to build a new wing, which contained additional bedrooms, offices, studies, two new syndicate rooms, and a new meeting room. The dining room was extended, and extra space was found for the members' common room and the library. Membership was expanded to 55, in five syndicates of eleven. A further expansion is not at present contemplated, but if we should decide to go to 66, the size of our present common facilities would be adequate for the purpose and a much less extensive building programme would be involved.

The outline of the course which was offered in 1957 and for some years afterwards would look familiar to anyone who had attended Henley at that time. There were five major groups of subjects: Comparative Organization Structures, Internal Organization and Administration, External Relations, Constructive Administration and The Administrator. There was a group of supporting studies, which included Biographies, Accounting and Financial Control and Australian Development. The last-mentioned subject, an exercise studied in syndicate, was an expression of Copland's abiding, almost passionate, interest in Australian economic development. (A book he published while he was Principal had the exciting title The Adventure of Growth.) He gave a series of about eight lectures on the Australian economy to each session while he was Principal, and he established the tradition of emphasis on the importance of the economic environment, which has since characterized all courses at Mt. Eliza.

To avoid confusion, it would be wise to mention here that in 1962 the College made its only essay in diversification, by introducing a four-week course for younger men. This was called the intermediate course, and the original College course became known as the advanced course. The average age of members of the intermediate course has been about thirty-two, and of members of the advanced course about forty-two. The intermediate course will be discussed later.

Before the major changes and developments in the advanced course are described, a word about method is in order. Copland's views on this were set down in 1957: "There are in fact no teachers and no taught in the accepted pattern. The design is to impose responsibility on the individual student member to contribute to the discussion on any problem that is before the group or syndicate, and to draw his own conclusions from the contributions of his fellow members . . . (Members) must of necessity be experienced in executive work and in the shaping of policy . . . What they want is an intimate picture of administrative problems as a whole in the economy, both in public and private enterprise, and some vision of what lies ahead for the economy as well as for them in their own enterprise. The syndicate method of study is designed to provide just this, and to do it in a way that throws the maximum responsibility on the individual members of the syndicate, as well as on the syndicate as a unit". (Copland, 1957, p. 24)

This is the classical staff college doctrine, to which the directing staff at Mt. Eliza would still subscribe. We would add to it that the syndicate room is a place where personal awareness is heightened, where a man can measure himself against his peers and can evaluate his own performance, attitudes and behaviour, identifying his strengths and his shortcomings and resolving to do something about the latter. From the syndicate experience, therefore, he should emerge not only with new knowledge and skills, but also with increased self-awareness and self-confidence. We see it as one of the most important roles of the directing staff that they should assist this process, encouraging members to recognize and take advantage of the opportunity for self-development which the College offers.

Hence the emphasis at Mt. Eliza has always been on syndicate work as a central feature of the course. Inevitable changes in course content, however, have caused us to increase the amount of didactic teaching, at the expense of syndicate work. This process has not yet gone very far, but the pressures are there and they seem likely to increase. They have come about because today's mid-career manager has a need to be informed about a growing number of specialist fields of knowledge, which are relevant to administrative work, but which unfortunately cannot be effectively studied in a syndicate. The College has felt obliged to respond to this need. In 1957, apart from Copland's lectures on the Australian economy, the only didactic teaching undertaken was a series of four talks on the use and interpretation of accounting statements. Of course there were many visiting speakers and syndicate visitors (as there still are), but they were intended to support syndicate studies by speaking from practical experience and involvement, rather than to engage in formal teaching. Today, we still have the Australian Economy series, at almost the same length as in 1957. The Accounting series has been expanded to enable sources of finance and the main features of management accounting to be covered. Other topics that are now dealt with by didactic methods are: People (a study of individual and group behaviour); Australia and the World (a study of important international developments affecting Australia); Logical and Quantitative Analysis (a study of statistical methods, probability theory, and some operational research techniques). Recently a time-sharing computer terminal has been installed. All members are shown how to operate it, and are given the opportunity to use some demonstration and illustrative programmes. Those who wish to do so may go further and learn some programming.

This may all sound rather formidable, but of course the College is not interested in training specialists. Our purpose is to equip the manager to understand and use his specialists, and to recognize the kind of problem that is capable of being analysed and perhaps solved by a particular technique. This is easier said than done, especially in the quantitative field. Given a course membership with a substantial proportion of people who lack numeracy, how deeply should one attempt to go into the mathematics? We have experimented a good deal, have managed to straddle the target, and now believe that we are beginning to achieve worthwhile results.

Teaching in the several fields mentioned is done by full-time members of the directing staff, and now occupies about 15 per cent of formal study time. It seems probable that this proportion will increase in the future, but we intend to retain syndicate work as the central feature of the course.

Over the last fourteen years, new insights and understandings in management have caused other revisions to be made to the course of studies. The first important change was mechanical in nature, and was brought about mainly because of the need to make time available for the intermediate course, when it was introduced in 1962. The advanced course was shortened by one-and-a-half weeks to ten weeks. This was achieved by eliminating the second biographies study, by eliminating one free week-end, which saved four days, and by reducing very substantially the specialist syndicate studies. These had been modelled on the Henley pattern of the late 'fifties, and had never been very successful at Mt. Eliza, because a significant proportion of members in every session had no real specialism. In a later revision of the course, specialist syndicate work was cut out altogether, although of course in some topics it has been replaced by staff lectures.

In 1967 a revision of the course of studies was completed, and it was given an entirely new framework. The schema was based on the view that administration is a process of working through people towards common objectives; that this is done in an environment which is fluid and uncertain, and which contains some elements that are friendly, some that are neutral, and some that are hostile and that the success of administrative work depends in part on the kind, quality and timing of the information on which the administrator bases his decisions. The words underlined give the key to the first three parts of the course:

A. The enterprise and its people;

B. The enterprise and its environment;

C. Management information.

There is a fourth part called Constructive Administration. It contains two subjects that are intended to be integrative. A biography is still studied. Within this new framework, there have been many changes in syndicate exercises and significant recent developments will be mentioned.

The study of organization has been extended beyond the consideration of structure, with which it was largely concerned in 1957. The work of the organization theorists is now considered. The "new" writers - Woodward, Katz and Kahn, Burns and Stalker and others - are examined, and syndicates are asked to consider whether and how the ideas of these writers may be of use in practical situations.

It has long been realized that syndicate work has real-life parallels. The syndicate undertake a series of management exercises, which members recognize as real, not merely simulated, tasks that are carried out under severe constraints. They are a management team, and it is useful for them to pause occasionally and to consider how effectively they are going about their work. Henley describe this "pause and consider" activity as syndicate review, and we at Mt. Eliza have had valuable results from following this Henley practice.

Another syndicate exercise introduced a few years ago is called The Market. Initially it was concerned with the identification and encouragement of markets, and the enterprises represented in the syndicate were used as a basis for study. This was a useful but somewhat limited study, and we have tried to extend it recently to cover the activity of marketing. A difficulty with the subject as a syndicate exercise is that relatively few marketing men are nominated to the course, and it is not unusual for a syndicate to contain only one man with real marketing experience. It may be that we shall have to consider supporting this syndicate exercise with some didactic teaching.

The subject of Relations with Government Authorities, as it was first called, has undergone many changes. It was originally concerned with problems of communication between business and government, and how these might be overcome. The exercise into which it has now evolved is called Centres of Economic Power, and is concerned with the economic power of governments, private enterprise, trades unions and consumer associations. It is a study of the institutional structures of these groups, and of the ways in which each seeks to mobilize and use its formal and informal powers to influence economic activity. It should perhaps be mentioned that this subject does not include industrial relations, which are a separate study.

The subject of Australian Development has been widened in recent years, beyond economics and beyond Australia. All syndicates make a broad examination of the prospects and challenges of the next ten years. The subject is then streamed - i.e., syndicates each consider a separate aspect in some depth. Three of the syndicates examine aspects of national development. The remaining two study political and economic developments in countries which are important to Australia. Indonesia and Japan are currently studied in this way. At the end of the subject, a series of inter-syndicate visits is held, in which each syndicate sends representatives to the others, to discuss and enlarge upon their report. The subject follows and is closely linked with the two lecture series, the Australian Economy and Australia and the World. It is one of the most popular in the course.

Another relatively new syndicate exercise is Information and Decision. It is linked to the lecture series on quantitative techniques. Members are asked to consider the manner of identifying problems and arriving at significant decisions in their own enterprises, to relate these considerations to a formal framework such as that of Herbert Simon (1960), and to examine the practical values for themselves and their enterprises of the quantitative and other analytical techniques to which they have been introduced.

Managing with the Computer was begun as a syndicate exercise in 1969. It is intended as an integrative study. Syndicates are asked first to identify the factors which should be taken into account in the decision to install or replace a computer. Then they examine the managerial implications of the computer - its likely effect on such matters as organization, delegation, training and executive development - and the appropriate managerial responses to the problems so identified.

For many years, the advanced course contained a project or a case which sought to simulate a real-life administrative situation, in order to bring together in a practical way at the end of the course the considerations of earlier separate studies. The idea of such an exercise is attractive, but the results have not always been as effective as one would like. We have found that the financial aspects of an integrative case can be simulated satisfactorily, and members will wrestle hard with a testing financial problem. The marketing and production aspects are more difficult to make realistic, but worthwhile results can be achieved. The "people" aspects, however, which are of such transcending importance in real life, are extremely hard to incorporate into a written project, however much detail is given, and the exercise tends to lose realism as a result. We have not abandoned the integrative case or project, but we are not using one in 1971. Instead we have a project more limited in scope, a financing exercise, which is tied in closely with the lecture series on Accounting and Financial Control. A computer programme has been written, and this enables the exercise to be used not only to illustrate alternative financing arrangements and their consequences, but also to demonstrate the use of the computer for sensitivity analysis.

At the beginning of 1971, a new subject called Social Issues was begun. The title indicates the nature of the subject-matter sufficiently well. We have sought to raise issues of wide interest and importance, but to maintain a connexion with the manager's work and responsibilities.

Finally, the closing study: it has always been called The Administrator. In early sessions it was concerned mainly with the qualities of leaders and the nature of leadership. Recently we have sought to direct the emphasis towards re-entry questions, asking members to consider their own attitudes and performance in the past, the difficulties and conflicts of loyalty that they may have to face, how they propose to deal with these and the relevance of the College experience to the way in which they will approach their jobs in the future.

The fortieth session of the advanced course began in March 1971, and more than 2,000 people have attended the forty sessions. In January/February 1971, the eighteenth session of the intermediate course was held and by then about 800 people had attended sessions of the intermediate course. The demand for places in both courses is heavy, but nominations to the intermediate course come from a different, although substantially overlapping, group of employers. Whereas the Commonwealth and state civil services and publicly-owned businesses are strongly represented on the advanced course, and usually take up to one third of the places available, the public sector is more sparsely represented in the intermediate course. The Commonwealth and the larger states have their own considerable training activities and they do not feel the same need to use outside facilities, such as the College, for the development of their younger men. The smaller number from the public sector who attend the intermediate course come mainly from the business corporations. This implies that private enterprise representation is greater than in the advanced course, and that membership of the intermediate course has a distinctly "business" flavour. No union officials have yet come to the intermediate course. The College would have liked to have union nominations but unfortunately there have been no scholarship funds available so far. As with the advanced course, membership representation is Australia-wide, and usually includes a number from New Zealand.

The intermediate course has been designed for the management development needs of the man in his late twenties or early thirties. The original length of the course was four weeks, but this has now been extended by a few days to a calendar month. Syndicates are used. There are eleven syndicate topics, each having three discussion periods followed by a plenary meeting. As there are eleven men in a syndicate, a man is given the opportunity to chair his syndicate for one of these discussion topics.

Syndicates are also used for training in chairmanship - Conference Leadership, as we call it - at the very beginning of the session. After some brief formal instruction on chairmanship has been given to the session as a whole, each man finds himself taking the chair in his syndicate room for a twenty-minute discussion of an interesting but straightforward topic. Then he becomes chairman again, for a forty-five minute discussion of a more demanding topic. After each discussion, the chairman's performance is discussed by his peers and by the member of the directing staff attached to the syndicate. One of the useful side effects of this training, which is completed in the first few days of the course, is the establishment of a workshop atmosphere in which members accept, and indeed welcome, frank and constructive discussion of individual performance.

Another training activity undertaken is concerned with public speaking. Groups of about fourteen, under a directing staff member, begin with reading exercises and end by giving impromptu speeches. The performance and confidence of men who begin by being nervous and inarticulate improves significantly, and men with natural ability can rise to remarkable heights. Members always express satisfaction with this section of the course.

The main syndicate exercises are concerned with managerial topics, and include cases and projects as well as more general considerations of subjects like organization, motivation and industrial relations. There are two substantial projects done in syndicate. One requires syndicates to tackle a market-forecasting problem; the other is concerned with accounting and finance.

The intermediate course contains a larger proportion than the advanced course of straight teaching, done by members of the directing staff in the form of lectures, seminars and syndicate visits. Topics covered are Quantitative Methods, Accounting and Financial Control, People (which is concerned with human behaviour), The Australian Economy, and The Contemporary World. We have found, especially with the quantitative methods study, that some members already have advanced knowledge, and that the descriptive studies which meet the requirements of the majority are pitched too low for a minority. To meet the needs of the latter group, we have experimented with some advanced tutorial work arranged on an informal basis, and this has been well received.

In the intermediate course, required reading is kept to a minimum, and there are only four or five visiting speakers. This means that the directing staff carry a greater responsibility for active participation than in the advanced course.

One interesting fact about the intermediate course, after nine years of operation, is that a trickle of men who attended early intermediate course sessions have been nominated to recent sessions of the advanced course.

The introduction of the intermediate course, and changed emphases in the advanced course, have had their influence on the kind of people now on the directing staff. The syndicate leader, as he is called at Mt. Eliza, is still the quiet man in the corner, unobtrusively encouraging, helping and interpreting, but leaving responsibility where it belongs, with the syndicate and the chairman. But he also needs to be knowledgeable in a relevant professional discipline, and able to communicate his knowledge in a way that is acceptable to the kinds of people who attend post-experience courses. These people want up-to-date information, and they want it presented in such a way that they can see how to apply it to their own practical situations. The disciplines now represented on the directing staff at Mt. Eliza include statistics, mathematics, economics, accounting, law, psychology and political science. Staff numbers are small. If one includes the Principal and Registrar (an experienced syndicate leader, but one who now has full-time administrative responsibilities), there are ten members of the directing staff. Syndicate leaders are responsible to the Director of Studies, who is in turn responsible to the Principal. There is little doubt that course development activity could be expanded to good effect with a larger directing staff, but it is hard to see how, given our present scale of operations, directing staff numbers could be increased by more than perhaps one member in the immediate future.

College finances should be mentioned briefly. The College seeks to avoid incurring a loss on its operations, and the level of fees is fixed accordingly. Fee income is now of the order of $A500,000 a year. Capital funds have been mainly raised by two appeals, one in 1957 when the present site was bought and the other in 1968 when the building was extended. Many companies have also made regular contributions under a sponsorship scheme. All the College's capital funds have come from business. They amount to a little under $A1 million, which is mainly invested in premises and equipment.

This account should not end without a word about the future. At present the College is the main institution offering post-experience courses in Australia. Melbourne University's Department of Business Administration runs a residential summer school of business administration once a year, using a university college during the long vacation. The University of New South Wales has an Institute of Administration with its own residential premises, where at present one general management course is offered per year, the remaining time being used for functional courses. Consultants and the Australian Institute of Management also offer some post-experience training in general management.

A number of the universities have become interested in offering M.B.A.-type courses, and are building up staffs for this purpose. Indeed, in four universities, graduate courses have been offered for a number of years. There has been a fear that limited academic resources are being spread over too many schools, and in 1970 the Commonwealth Government engaged a committee of American experts to advise on what ought to be done. Their main recommendation was for the establishment of a "centre of excellence" in one university, the University of New South Wales. The Government accepted the recommendation in principle, but early in 1971 had shown no sign of acting on it. Whatever may be done about this recommendation, it is clear that the universities are going to expand their activities in the M.B.A. field, and it is likely that these activities will spill over into post-experience training.

The Staff College ought not to fear competition, but must be ready for it. We cannot expect to match a university department in staff numbers, but we must see to it that the quality of our small staff is high and that we are knowledgeable and up to date in all relevant disciplines. Our advantages lie in flexibility and independence, and, strangely perhaps at first sight, in the small scale of our operations, which are carried on in a self-contained and somewhat isolated community. These circumstances enhance the opportunity for individual self-development which membership of a College session offers to a man. Other institutions, of course, may copy what we do and the circumstances in which we do it, but it seems unlikely that this will happen, because of financial constraints if for no other reason.

On final nights, Copland was fond of quoting some words of Horace to a departing session: Cras ingens iterabimus aequor. We found that the Australian aborigines had expressed the same notion more succinctly in the word Moondah, the original name of the College property, a name which we have now resumed. In one aboriginal tongue, it means "far horizons" or "beyond". It is a word that I hope we are keeping before us. What lies "beyond" for the Staff College is uncertain, but we believe we will continue to have a role to fulfill in the improvement of the quality of administration.

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Chapter 6

The East African Staff College

H. Millar-Craig

The idea of establishing a Staff College in East Africa was first conceived in 1963. Tanganyika, as it was then, and Uganda had recently become independent, and Kenya was expected to follow very soon. This, of course, meant that the pace of Africanisation of senior posts, especially in the public service, was very considerably speeded up. In particular, men were being appointed to the most senior posts who had, through no fault of their own, had very little experience even in medium level positions. It was believed that one of the best ways of helping such people to meet their very heavy responsibilities would be to make available to them training of the staff college type.

The concept of providing such training on a regional basis has much to commend it. One of the essential features of staff college courses is that participants should learn as much from the exchange of experiences with each other as from lecturers or discussion leaders. It is clear that if this experience is spread over three countries rather than over a single one the members of the courses should derive much more benefit from participating in them. Another consideration which may be less weighty in principle but has substantial practical importance is that it would be very difficult at present to assemble enough people of the right calibre at one and the same time if the choice were limited to the nationals of one country. Thirdly, and perhaps most important, the three East African countries are committed to a policy of regional co-operation. The staff college is in a unique position to assist the development of such co-operation by bringing together senior officials and businessmen from the three countries.

The discussions leading to the establishment of the college did, however, reveal various conflicts of interest, which it was not easy to reconcile. The three University Colleges were concerned, for instance, in case funds, which might otherwise have been available to them for research purposes, might be diverted to the Staff College. The Governments, on the other hand, were anxious to ensure that the emphasis in the college would be practical rather than academic, and while they welcomed co-operation with the University, they did not want it to dominate the new venture. But perhaps the most intractable problem, as with so many regional ventures, was to reach agreement on a site for the college within any one of the three countries.

When the first Director of the college, Mr. Guy Hunter, arrived in East Africa in 1964, he decided that the most satisfactory solution would be to hold courses in each of the three countries in turn. His recommendation to that effect was accepted by the three Governments, and the college has continued to operate on a peripatetic basis up to the present time. It has a small administrative headquarters in the East African Community building in Nairobi, but it has carefully adhered to the principle that its services must be distributed evenly throughout the community; this applies not only to the regular courses, but also to the special seminars which the college has been asked to organize from time to time.

The full-time staff of the college has been kept to a minimum and consists of a Director, an Assistant Director, a secretary and an office assistant (who is able to do some typing, to operate the duplicating machine and to drive the Land Rover). The posts of Director and Assistant Director have been filled by the British Government under technical assistance terms and since the inception of the college their salaries have been paid from Special Commonwealth African Assistance Plan funds. For the first two years, the British Government also provided and paid the salary of a research officer, whose primary concern was the preparation of case-study and other teaching material. In 1968 the Ford Foundation met the cost of an industrial consultant, and since May 1968 it has also met the cost of an experienced West African civil servant, who is attached to the college as a special consultant, for the primary purpose of organizing the annual inter-African public administration seminars, to which reference is made later in this article.

Two facts stand out clearly in the catalogue enumerated in the previous paragraph. First, unfortunately it has not so far proved possible to associate any East African directly with the management of the college. As the courses are designed for those who are already in senior posts or are earmarked for early promotion to them, it would only be appropriate to appoint to the directing staff persons who had themselves had experience at a high level and who were known to have had a good record in their jobs. At the present time the great majority of East Africans who have climbed to the top are still comparatively young men for whom an operative line job has much more appeal than one concerned with teaching or even with the management of a training institution. Another important factor inhibiting the appointment of East Africans to the staff has been the uncertainty about the future of the college; to this reference is made later on.

The second fact which emerges from the list of staff is that as the numbers have been kept to a minimum, there has always been a very substantial measure of dependence on outside lecturers, or to use a term which is more appropriate in the staff college context, discussion leaders. This has enabled the college to invite practising administrators and managers to participate in its work; and it has also worked closely with the University Colleges and other management training institutions in East Africa, which have all been very generous in making their personnel available whenever asked to do so. In this way the college has been able to maintain a high standard of specialist contribution at minimal cost. In practice, the main difficulty in operating on this basis has been that the specialists - East African as well as expatriate - move so frequently that it has never been possible to build up a permanent cadre of discussion leaders.

The British Government has also made funds available to enable British specialists in various fields to visit the college from time to time. The practice in the beginning was to invite persons whose names were very well known. More recently the emphasis has been on persons with experience and specialist knowledge which is directly relevant to the content of the course. Institutions which have been especially helpful are the Administrative Staff College, Henley-on-Thames and the Overseas Development Institute.

The college has no formal constitution. A Bill to establish it on a formal basis was drafted for presentation to the former Central Legislative Assembly in 1966. As this Bill contained financial provisions it had to be considered by the Common Services Ministerial Finance Committee, consisting of the Ministers of Finance of the three countries. The Ministers took the view that any action to establish the college on a permanent, formal basis should be deferred until it had been possible to review the working of the national training institutions.

There are in fact at least two such institutions, one for the public and one for the private sector, in each [illegible] the three countries, and the reluctance of the Finance Ministers to commit themselves to the formal establishment of yet another institution was very understandable. It was not, however, possible to undertake the required review immediately, as the Uganda Institute of Public Administration was not at that time operating except on a very limited ad hoc basis (it has only got under way on a fully operational basis during the past year) and the modus operandi of the Tanzania Institute was under review.

Until the review could be undertaken the college continued to function without any formal constitution. This meant that there could be no official Governing Council, but the Secretary-General of the Common Services Organisation (later East African Community) appointed an advisory committee to advise him on policy issues affecting the college. The Secretary-General undertook to serve as chairman of the committee and the other members appointed to it were: Permanent/Principal Secretary in charge of establishment matters in each of the three countries, a representative of the employers' association in each of the countries, a representative of each of the three University Colleges, and a senior member of the Common Services (Community) Secretariat responsible for establishment matters.

The college has operated without a budget. Expenditure is met from an advance account provided by the Community (Common Services), and the account is recouped by charging fees to the sponsors of course participants. A fixed fee is charged for participants from the private sector and from public corporations and the balance remaining to the debit of the account is shared out among the Governments and the Community in proportion to the number of their participants.

Care has always been taken to economize on expenditure in order to keep costs to the sponsors down. Much the largest item is hotel accommodation. The college has no premises of its own, and it must provide a standard of accommodation which is appropriate to the level of person whom it seeks to attract to its courses though there is, of course, no suggestion that participants should stay in the most luxurious hotels. Experience has also shown that accommodations at any distance from the city centre is unpopular, and for this reason, experiments made with the Kenya Institute of Administration and the University Colleges, Dar es Salaam and Makerere, have not been repeated.

On recent courses Tanzania Government participants have been responsible for finding their own accommodation and their Government has given them allowances to meet the cost. This arrangement is popular with the participants concerned because it enables them to save money by living in simple accommodation. It is not, however, very satisfactory from other points of view. The arrangement costs the Tanzania Government more money than it would have to pay under the arrangements described in the preceding paragraph, as the allowances and the tuition costs together come to more than the inclusive all-in fee charged by the Staff College. The Tanzania Government participants also miss the informal contacts which can be made when people are living and eating together and which are a valuable, and in fact integral, part of the Staff College experience. In theory they are now responsible for making their own transport arrangements between their place of residence and the place where the sessions are held but, in practice, it may be necessary for the Staff College to provide transport for them, at some extra expense, in order to ensure that they are able to arrive at work punctually.

Because of the ability and experience of the Assistant Director and the helpful attitude adopted by the financial officers of the Community the somewhat unusual financial arrangements have worked reasonably satisfactorily, and it cannot be said that the absence of a budget has created any major difficulties which it has been impossible to overcome. It might be argued that the lack of a formal establishment has accentuated the difficulty of attracting East Africans to join the staff but, if any suitable candidates had been available it would probably have been possible to create posts for them, perhaps supernumerary ones, in the office of the Secretary-General of the Community. A much more serious obstacle to the localization of the staff has been the uncertainty about the college's future to which reference has already been made.

Although it was still too early to undertake the review of the working of the national institutions which had been called for by the Ministers of Finance, it became clear in the course of 1968 that a decision about the future of the college could no longer be deferred. The contract of the industrial consultant provided by the Ford Foundation was about to expire, and the contracts of the Director and Assistant Director provided by the British Government were due to expire in the course of 1969. Both the Ford Foundation and the British Government made it clear that they would like to have the future of the college clarified before deciding whether or not to continue providing technical assistance.

A memorandum was therefore circulated to the three Governments asking for their views on whether the college should continue on its present provisional basis (with or without some move in the direction of establishment on a more permanent footing), be established forthwith on a permanent basis or be wound up. The consideration of this memorandum occupied some time, as there was some divergence in the response of the three Governments. The Kenya and Uganda Governments favoured the continuation of the college, though without any definite commitment as regards the manner and timing of any move towards establishment on a permanent footing. The Tanzania Government, on the other hand, inclined to the view that, as it was planning to expand its own Institute of Public Administration into an Institute of Development Management, the time might have come for the college to be phased out.

When the matter came to be considered by the college advisory committee in May, 1969, it was evident that all the parties concerned were in favour of the continuation of the college - subject to the reservations of the Tanzania Government. The point was also made at the meeting that the Tanzania Institute of Development Management, for which new buildings are to be erected at Morogoro, could not be expected to be operative for at least two years. In view of this and of the unanimity of opinion among all the other parties represented at the meeting (Kenya and Uganda Governments, East African Community, The University College, and employers' federations in all three countries) the Tanzania Government representatives undertook to seek further instructions.

A further meeting was held in July, 1969, at which it was reported that the Tanzania Government had modified its attitude, and it was possible to reach agreement that the college should continue in operation for at least another two years. Before we can study the implications of this decision it will be desirable to study in rather more detail that we have done so far the aims of the college and the methods of work and type of course content through which those aims have been pursued.

As was stated at the beginning of this article, the original aim was to assist those who found themselves in very senior positions with comparatively little experience behind them to meet their heavy responsibilities. To start with, priority was given to the needs of the public service. This was certainly the right decision to take at the time, because the needs of the public service were very urgent, and there were in any case comparatively few East Africans holding senior posts in the private sector. The bias in favour of the public sector was reflected in the content of the course. It was important that senior public servants should have a clear understanding of the problems in such fields as education and rural development. Emphasis was, for instance, laid on the school-leaver problem and the fact that the great majority of the inhabitants of East Africa would have to continue to find employment in the agricultural sector for many years to come.

The duration of the courses was fixed at five weeks. It was considered that it would not be possible to make an effective impact within any shorter period and that it would not be possible for senior officers to be released from their work for any longer. The duration of the course has been reviewed from time to time, and it has been decided to retain the five-week period; the original reasons which led to the choice of this particular length of course are still applicable. It is appreciated that courses at most other staff colleges are of longer duration, but the present limitation in Each Africa is undoubtedly appropriate in local conditions, especially so long as it is necessary to accommodate participants in hotels.

The original format of the courses was that the initial weeks were spent on a study of the social and economic framework within which policy decisions must be taken in East Africa; there was a move to subjects more directly concerned with management during the middle of the course, and finally a return to policy issues for the last few days. The emphasis and general orientation have, however, gradually changed over the years, and there are a number of reasons for this.

In the first place, the courses in their original form were designed primarily for public servants holding very senior posts, e.g., Permanent or Principal Secretaries of Ministries, Heads of Departments, Managing Directors of State Boards and Corporations. Although the college has always been fortunate in having a number of very senior officers on each course, it soon became apparent that it would not be possible to obtain enough people at that level to fill all the course vacancies that were available. Not only was it difficult to secure the release of such people for five weeks at a time, but also, over the years, they soon acquired the experience for which the original syllabus had to some extent been designed as a substitute. Such people also had many opportunities for overseas travel, to attend either conferences or seminars, which enabled them to take a fresh look at their own particular problems within a rather wider context, so that attendance at a course designed for much the same purpose but within the restricted framework of East Africa had only a limited appeal.

Secondly, the courses in their original form, with their heavy bias towards general policy issues, did not hold any great attraction for employers in the private sector, whether privately- or state-owned. While they accepted that a senior manager would benefit from a better understanding of the social and economic framework within which he had to operate, they considered that at the present stage of development they must place their main emphasis on producing efficient managers. On the other hand, it was clearly desirable to ensure a greater measure of participation by the business sector in order to increase the range of experience available for discussions round the table.

Thirdly, it was found in practice that when a course began with a general discussion of policy issues, the participants found it difficult to switch over to the less heady and more mundane management subjects during the third and fourth weeks.

It was therefore decided towards the end of 1967 that the courses should in future begin with the management subjects and should move on to the more general subjects in the later stages. There can be little doubt that this has led to a more even output over the whole course and to a substantial increase in the number of nominations received from the business community.

One aspect of the college's work which has not changed from the beginning, however, is the emphasis which is laid on the sharing of experience and full participation by all course members. As has been said earlier, this is very much an essential feature of all Staff College work.

The method which has been devised to ensure maximum participation by course members is generally known as the syndicate method. Each course is split up into a number of syndicates, with eight to twelve people in each syndicate. The various subjects are discussed at some length in syndicate, each syndicate makes its report to a plenary session of the whole course, and further discussion takes place at the plenary session. At Henley, for instance, where each course lasts for eleven weeks, there is time for lengthy discussion in syndicate, for the preparation of a written report and for detailed discussion of the draft in syndicate before it is presented to the plenary session.

Some modification of the syndicate approach has been considered desirable in East Africa. First, the syndicate sessions are augmented to a substantial extent by plenary sessions in which subjects are introduced by specialists in various fields. As the experience of those attending the East African courses is much more limited than that of participants in courses at, say, Henley, it is clearly necessary to add to that experience by bringing in a number of visiting speakers. The speakers are asked, however, to regard themselves as discussion leaders rather than as lecturers and to leave plenty of time for discussion, either during the course of their presentation or after it; at the same time the course members are urged to analyse carefully what the speakers say and to consider critically whether it fits in with their own experience and is relevant in the East African context.

It must be admitted that the college has been only partially successful in establishing the discussion atmosphere at these sessions. There is still a tendency for the period after the initial presentation to be in the form of question and answer rather than real discussion, but this is probably almost inevitable at the present stage, and it would be reasonable to expect a gradual improvement in the level of contribution round the table as more experience is acquired; indeed, it would be fair to say that there has already been some improvement in the most recent courses.

The second respect in which there has been a major departure from the Henley approach is that the time allowed for each syndicate is much shorter. This is necessary because the courses are so much shorter. The alternatives would be to have only one or two syndicates and to cover particular subjects more thoroughly, but the view has been taken that it is better to cast the net as wide as possible in the time that is available. The normal procedure is to allow one afternoon period of two hours (two afternoons at most) for discussion in syndicate, and another afternoon for the submission of reports to a plenary session, with time allowed for discussion of the reports. This means that there is not sufficient time in which to prepare written reports, and the reports which are made are oral ones. There is also insufficient time for collaboration between a chairman and a secretary in the preparation of a report, and the chairman acts as his own rapporteur without the assistance of a secretary. There are normally at least two opportunities for each member of a course to act as chairman/rapporteur of his syndicate. He can thus gain experience in the arts of chairmanship and in the preparation and presentation of succinct and lucid reports, both by performing himself and by observing the performance of his colleagues.

In order to maintain interest during the plenary sessions - and these, given the East African climate, often take place on fairly warm afternoons - the subjects are usually divided into sections, and the syndicate reports are taken section by section, with a discussion on each section before the reports are given on the next section. So far as the individual sections are concerned, the first syndicate chairman to speak is asked to give a full report, and the subsequent chairmen are asked merely to indicate additional points or respects in which they disagree with the first or later speakers. Needless to say, each chairman is given at least one opportunity to speak first.

One exception to these short syndicates has been developed over the past two years. A special syndicate has been included in each course to which five sessions in all are devoted. Each syndicate is given a certain amount of reading material; it is then required to prepare a written report in which it draws conclusions based on both the reading material and the experience of its own members; the written reports are then circulated and discussed in plenary session.

The two subjects which have been used for the special syndicate are "Problems of Human Relations" and "Problems of Delegation, Control and Accountability". The quality of the reports has varied considerably, but on the whole it has tended to improve, and there has generally been at least one good report on each course. Careful and thorough briefing of syndicate chairmen and secretaries is, of course, especially important in this exercise, and it can only be successful if syndicates really do their homework and go through all the reading material before they start to discuss their brief in the light of their own experience. This is the one occasion during a course which calls for co-operation between a chairman and a secretary, and it has been interesting to observe that because of some failure in this relationship a lively discussion in syndicate has not always been followed up by an original and clear report.

When the college first started operations, membership of the syndicates was changed at regular intervals throughout the course, with a view to ensuring the greatest possible exchange of experience, but it was found that this had a somewhat disruptive effect, and for some time now course members have remained in the same syndicates throughout the five weeks. They get to know each other well during the time they are together and can exchange views more frankly than was possible when they were being moved around continually; and a change in order to relieve monotony is not really necessary in such a short period as five weeks. When the special syndicate was first introduced, participants were arranged in different groups for this particular exercise in order to provide some variety, but the general view was that the change-over was unnecessary and only served to confuse. The groupings therefore now remain unaltered throughout the course, including the special syndicate.

In addition to the work in plenary session and syndicate, a number of visits are arranged during each course. These normally take in one or two factories or industrial plants, agricultural and settlement projects and a Government district headquarters. They are, of course, useful in breaking the monotony of sitting in the same rooms day after day, but they are much more than that: they are in fact an integral part of the course. The participants are carefully briefed beforehand regarding the various points in which they should interest themselves during their tour round. After the visits, there is a discussion in syndicate, and the syndicate reports are then considered in plenary session in the usual way.

During the factory visits attention is focused on the various aspects of management which have been the subject of particular sessions, and it is impressed on the course members that they should concentrate on what is important and relevant for them as managers and administrators and avoid becoming too involved in the technical details of a particular manufacturing process. The agricultural visits have the object, among other things, of reminding those who work in offices in cities that the East African countries are still mainly agricultural ones and that for a long time to come the great majority of the population will be working in the agricultural sector. The participants are also called on to consider some of the management problems in agricultural enterprises and, in particular, to think very broadly in terms of cost-benefit and to ask themselves whether scarce resources are being put to the best possible use. The aim of the visits to district headquarters is to enable the participants to give some thought to the question of how public administration could be made more effective at that level.

It should be emphasized that, although there is a briefing before the visits, it is made quite clear that the briefs are intended only as a general guide-line and that people should feel quite free to follow any particular line of enquiry that is of interest to them. It is, of course, equally important that the managers of the undertakings which are being visited should be well briefed about the college's objectives in making the visits. It is an invariable rule that after the tour round there must be an opportunity for the course members to put questions to a senior member of staff. Experience has shown that visits to industrial undertakings are easier to arrange in this respect than visits to agricultural undertakings, where the man on the spot may be only a farm manager whose knowledge of policy matters may be limited. While the college has had many interesting visits to privately owned undertakings and the owners have often gone to a lot of trouble to make the visits a success, it is probably true to say that, on balance, there is some advantage in visiting concerns which are either wholly or partly publicly-owned as there is then less difficulty about disclosing quantitative information, especially on the financial side.

One problem about arranging visits of this nature in a part of the world like East Africa is that the distances there are often very great, and the most interesting things to go and see may well be quite far away from the centre where the course is being held. For instance, in September 1969, the college visited the Kilembe copper mine in Western Uganda. This involved a railway journey of more than fifteen hours in each direction. There can be no doubt that the visit was a success, thanks in large measure to the trouble which the mining company took to organize it. Much of the travelling was done overnight, which reduced the amount of working time lost and saved two nights' hotel bills; and on the outward journey the informal contacts in the buffet car were certainly of great value. But inevitably by the time the group returned to Kampala everyone was somewhat surfeited with travel.

It is clear that there is a very definite limit to the number of visits which any group can make in one day. It is far better to make a thorough study (from the management point of view) of one or two plants or estates than to rush round four or five. The question then arises, if there are a number of interesting ventures in a given area, whether one should arrange for the course members to be split up into small groups (either the regular syndicates or special groups) and for each group to visit a different set of projects. Or should one choose, say, two projects and arrange for the whole course to go to them?

If everyone goes to the same place, it will be necessary to split them into small groups once they arrive. Whether it is a factory or a farm, one guide cannot make himself heard easily by a group of about two dozen. This is probably not too difficult to organize in one of the larger industrial plants, because it should be possible to find three knowledgeable guides without causing too much inconvenience to the host company. But it may well be considerably more difficult in the case of an agricultural project if the farm manager has no very senior assistants.

On the whole, the college has in the past tended to split up into small groups for visits to different undertakings, although there have always been exceptions. (For instance, the Kilembe visit only made sense if the whole group went there.) The main disadvantage of splitting up in this way has been at the plenary session after the syndicate discussions on the return to base. In the first place, there has been a very natural desire on the part of course members to be given an opportunity to go and see those interesting places which they missed on the first round. This, of course, given the time limitation, is not possible. But, more important, the discussion of the syndicate reports loses something in incisiveness when those listening to the reports have no acquaintance with the undertaking which is being reported on. On balance, therefore, it is probably desirable to move toward the whole course visiting the same places, especially for the industrial visits. But it would certainly be a pity to cut out some of the more interesting agricultural visits just because it is not possible to accommodate the whole group of two dozen. For instance the visit to Sir Michael Blundell's farm at Subukia was an outstanding success, but this was due, in part at least, to the fact that the numbers were kept within reasonable limits.

Visits by course members to district or area headquarters have always been undertaken as a unified group. Visits are paid to the local District or Area Commissioner, representing the Central Government, and to a senior official of the local authority, and obviously every member of the course wants to meet these people. In at least one case the college has been able to visit a district commissioner who has himself attended a course at the college and who is therefore very familiar with its objectives and methods of work.

This discussion of the visits paid by the college has included reference to the number of participants who attended each course. Experience has shown that the ideal number for the kind of operation which is being mounted in East Africa is about twenty-four. This allows for three syndicates of eight each. If there are many more than eight in each syndicate the opportunities for full participation in discussion by each member and for taking a turn as chairman are reduced; and if there are more than three syndicates too much time at the plenary sessions is spent on reporting, thus leaving insufficient time for discussion. On the other hand, when the number falls below twenty-four, the overhead expenditure has to be shared among fewer people, and the cost per participant is increased.

At the present time each course begins with a general introduction by the Director lasting about an hour. This explains in some detail the aims of the college and its methods of work. The point is made as forcibly as possible that the success of each course depends in very large measure on the contribution made by each participant. After this introduction there is a formal opening, which is usually performed by a Minister of the host country's Government or by one of the East African Ministers. The first two morning business sessions are devoted to a study of management's role in the fields of planning and organization. This provides a framework within which the subsequent discussions of more specialized aspects of management can be set. The first syndicate is a little different from the subsequent ones and is called "Members' Organizations". The members of each syndicate describe to their colleagues the set-up of the organizations for which they work and are asked to point out any shortcomings of which they are aware. They are warned in their joining instructions that they will be required to do this, and are reminded in the Director's introductory remarks that they are attending the course as individuals, not as spokesmen of the organizations for which they work, and that they need not be afraid to speak frankly about any weaknesses they have noted. It has been found in practice that this first syndicate undoubtedly serves the purpose of getting members acquainted with each other and is a good ice-breaker.

The following three weeks then follow a regular pattern. In the mornings there are plenary discussion sessions, led by visiting specialists. In the afternoons there are syndicate sessions or plenary sessions to hear syndicate reports. The syndicates are, of course, linked to the morning sessions and are in a very real sense an extension of them. It would be wrong to say that the mornings are devoted to general issues and the afternoons to particular problems, because that might indicate that the morning discussions are somewhat theoretical in nature. This is not so; the emphasis throughout is on the practical, and if a course member is making a general point he is expected to be able to substantiate it from his own practical experience. The afternoons do, however, provide an opportunity to consider particular problems in more detail than there is time for in the morning session.

The aspects of management to which most attention has been given are those concerned with human relations and finance. There has been a demand for these subjects, and they fit well in a course designed for people from both the public and private sectors. It has been the regular practice for some time to cover such subjects as communication, motivation, selection and appraisal procedures, industrial and public relations. On the financial side, there are sessions on the interpretation of a balance sheet, cost and profit and budgetary control. At first sight, these might appear to be of more relevance to people from the private sector than to those from the public sector, but the college has been fortunate in recent courses in having some very gifted people to take these sessions, which have proved very popular. Whatever one's job, one will be called upon from time to time to assess the financial standing of some commercial undertaking with which one's own organization requires to do business; and there will no doubt be general agreement that there is a good deal to be said for making public servants more cost conscious.

It is also the practice to have one case study during each of the first three weeks. These are drawn from cases which actually happened in East Africa. Participants are given the story of the case up to a particular point. They then consider in syndicate what decision they would have taken, and at the end of the session they are told what actually happened. One case is taken from Government experience, one from the private sector, and one from a public corporation.

For the last two weeks the courses move over to subjects which can best be described as being concerned with the general economic and social framework within which management decisions must be made within East Africa. The main focus is on the East African Community. There are sessions on the administration of the Community and on the Common Market sections of the Treaty for East African Co-operation. And, in order to help participants get the problems of the Common Market into perspective, there are also sessions on the role of international trade and on experience with regional economic co-operation in other parts of the developing world. It has been the normal practice to invite the Governor of the Central Bank of the host country to talk about monetary problems within the general context of the Common Market; and, whenever possible, the Director-General of the East African Development Bank to talk about the role of his bank.

Other subjects which have been included in this latter part of the course have been technical assistance, the financing of development and manpower problems. Africanisation is a subject of great interest to all college participants, and it has been found desirable to concentrate discussion of it in one particular session; otherwise many other sessions are apt to turn themselves into discussions of Africanisation rather than of the subject in the programme.

It was the custom for a considerable time to conclude courses with a syndicate discussion on the main problems facing East Africa. It was, however, difficult to avoid a certain sameness in the three reports, which placed the last of the three reporting chairmen at a considerable disadvantage. The reports also tended to be too generalized to be of any real value, with the result that the courses ended up on a rather flat note. In order to provide some variety, the three syndicates were then given different sets of problems to analyse, and this helped to maintain interest to some extent, but the reports were still in very general terms, and recently it has been decided to drop this kind of final syndicate altogether. The last subject to be discussed is now the Common Market, which is a subject of importance for everyone in East Africa, and if there is any subject which can maintain interest up to the end of the course, that should be it.

One disadvantage of having a peripatetic college is that it is not possible to take a large library all round East Africa. It must be confessed, however, that the participants do not evince any great enthusiasm for reading. Papers for syndicate discussions are always distributed in advance, and so are some of the papers for the morning sessions, but they are not always read. At one time it was the practice to hold after-dinner sessions three or four times a week. The number was reduced to one a week and finally the evening sessions were given up altogether, in order to give participants more opportunity for keeping up with their reading, but it cannot honestly be claimed that there has been any great improvement in the amount of homework done, either for the regular sessions or for the special syndicate.

Altogether some three hundred people have attended the college's regular courses, and the appendix to this paper indicates the countries from which the participants have come and also the distribution as between Governments, public corporations and private enterprise. There has been a very definite increase on recent courses in the number of participants from the business sector.

It will be seen that there have been a number of participants from neighbouring countries. Lesotho, Swaziland and Zambia have now been sending people quite regularly for some time, and they have all made valuable contributions to the work of the college; Swaziland recently had the distinction of sending the first woman participant. Ethiopia and Malawi have both said that they would like to send more people, and they would certainly be welcome to do so.

There are normally three regular courses a year and, if at first sight this does not seem a very heavy programme of work for the staff, it must be borne in mind that it is a very small staff, and that it has always been ready to undertake consultancy assignments between courses, both inside and outside East Africa. It would not have been possible to increase the number of courses without lowering the standards required of participants. It has never been the practice to insist on any special level of academic attainment, but it is made clear to sponsoring organizations that their nominees must be able to play a full part in the work of the college. They must have had a reasonable amount of experience in positions of responsibility, and they must be able to express themselves reasonably clearly. The college's aim is to provide training at a level appropriate to top managers and administrators, and if participants are not already in top jobs, the assumption is that their organization would not be spending money on sending them to the college unless they were earmarked for further promotion.

The college is fortunate in having had throughout almost all its existence a very competent and experienced Assistant Director to take charge of administration. The most intractable administrative problem with which he has been faced has been the difficulty of obtaining precise information about the number of participants in advance of each course. Most business concerns book places well in advance and give reasonably long notice if later they are compelled to withdraw a nomination. Governments, however, experience difficulty in adhering to the deadline prescribed for making nominations, and there are always some Government nominees who fail to turn up having given little or no notice at all that they will not be coming. This, of course, creates considerable administrative difficulties. It is not possible, for instance, to finalize the syndicate groupings (which have to be carefully arranged to provide a balance between different countries and different occupations) until it is known for certain who will be attending. It is also difficult to make hotel reservations when it is not known exactly how many people will be coming.

At the end of each course the participants are invited to give frank comments on it in writing. The questionnaire which is circulated to them asks them to evaluate the various parts of the course and to say whether the allocation of time is correct or needs adjustment. They are asked to indicate whether there are subjects which they would like added to, or deleted from, the curriculum; and whether they found any discussion leaders unsatisfactory.

Follow-up after the participants have returned to their countries is difficult. Because of the large distances involved it would not be practicable to gather together all the members of a particular course for a short refresher and appraisal seminar two or three years later, as is done in staff colleges elsewhere. As the college is peripatetic, contact can be made with former participants who work in the national capitals when a course is being held in their country, but courses are busy times for the staff and, in any case, it is not easy to gain very much from a conversation with an individual, as people always tend to be polite on such occasions.

Contact is also maintained with the sponsoring organizations, and they are perhaps able to indicate better than the participants themselves whether attendance at the college has had a noticeable effect on an individual's performance; although again, when performance has improved, this may well be due to a variety of factors, of which attendance at the Staff College is only one.

The college has also, as mentioned at the beginning of this article, assumed responsibility since May 1968 for organizing the annual inter-African public administration seminars financed by the Ford Foundation. These are seminars of one week's duration for top level civil servants from the whole of English-speaking Africa and are held in a different country each year. A Ford Foundation senior consultant, who is a West African with many years' experience as a very senior civil servant, is attached to the college for the purpose of organizing these seminars, and he also has time to make some very valuable contributions to the regular courses.

The college has also given administrative assistance in connexion with seminars organized in East Africa by various United Nations organizations, and has itself organized, with financial assistance from the Ford Foundation, a number of seminars for East African civil servants. It is very ready to organize more such seminars, but is conscious of the need not to duplicate work already being done by the University. It also seems unnecessary for the college to intervene when satisfactory contacts already exist between officials of the three countries in various specialized fields.

The college has also made it clear that it would be glad to undertake research at the instance of the Community or any of the three Governments, but again it is important to avoid duplication of work, and there is already a great deal of research work being undertaken by universities from both inside and outside East Africa. The college's staff position has, in any case, not been such as would have permitted a great deal of time to be devoted to research.

So much for the past and present. What of the future? It seems clear that in East Africa as elsewhere there will be a continuing, indeed a growing demand for training at the staff college level. There is general agreement that the regional nature of the courses held over the past five years has been one of their most valuable features. Given the great importance of developing confidence and understanding among senior administrators and managers working in the three countries of the East African Community, there is a very strong case for retaining the regional nature of the courses in order to foster the community spirit.

In theory it would be possible for the national institutions to take it in turn to organize regional courses, but in practice this may present difficulties. For some time to come all the national institutions will have very heavy programmes of work at the lower levels and it may not be easy for them to find the time or the manpower to organize regional courses in addition to their other work. It is also fair to say that it is not always easy for someone who is normally engaged in training at a lower level to adjust himself to the role of a staff college discussion leader.

On the other hand, given the present level of demand for staff college training, it might be difficult to justify the establishment, in the immediate future, of a separate institution with its own building. While it might be possible to obtain financial assistance from abroad for the construction of buildings, the recurrent costs would have to be met from East African resources, and in the years immediately ahead there are probably other projects with greater claims on those resources. However, in the longer term the case for a separate institution with its own buildings will certainly become stronger, especially as the business sector develops. Indeed, one might reasonably expect that sector to be making substantial contributions within the foreseeable future towards the running costs of the college.

In the meantime it will be important to maintain the identity of the college, and perhaps the first step towards establishing it in its own buildings might be to provide for a closer association with an existing institution. It could start by sharing the facilities of that institution - living and eating accommodation, library and administrative arrangements - but would retain its separate identity and its own policy-making body. As both the college and the institution with which it was in association expanded, consideration could be given to the provision of separate facilities for the college, perhaps phased over a period, but taking care to ensure that there was no unnecessary duplication.

The question would then arise with which other institution the college should be associated. While a good case could be made for basing it in Nairobi, Tanzania and Uganda would no doubt argue, and with some justification, that there are already enough Community institutions based in Nairobi. If the college's home were to be in Uganda, then it should obviously be in Kampala. In Tanzania, it might be better to favour Arusha rather than Dar es Salaam, as the former is the headquarters of the Community. It has already been decided to establish an Institute of Administration for the East African Railways and Harbours Corporations at Arusha, which it is hoped to develop into an Institute for all Community services. There is much to be said for developing the staff college in association with this Institute.

It will probably be necessary to retain the peripatetic nature of the college for some time to come, but it may be possible to switch gradually over the years to an arrangement under which more courses are held at its own base, once agreement has been reached on where the permanent base should be.

It is generally agreed that the college has made a valuable contribution in the five years of its existence, and there is no reason why it should not continue to do so provided that its development is carefully planned to keep pace with changing requirements.

APPENDIX

	Ministries and Departments	Local Governments	Boards and Corporations	Co-operatives	Commerce and Industry	Banks	Total
Kenya	37	4	8	--	17	4	70
Tanzania	48	17	7	3	8	6	89
Uganda	52*	1	10	2	13	1	79
Common Services	14	--	34**	--	--	--	48
Ethiopia	2	--	--	--	--	--	2
Lesotho	3	--	--	--	--	--	3
Swaziland	4	--	--	--	--	--	4
Zambia	6	--	--	--	--	--	6
Malawi	1	--	--	--	--	--	1
	167	22	59	5	38	11	302

* Including 5 from the former Kingdom Governments.

** Including E.A.P. & T., E.A.R. & H., E.A. Cargo Handling Service.

E.A.P. & T.	East African Post and Telecommunications Corporation
E.A.R. & H.	East African Railways and Harbours

Chapter 7

The Ghana College for Advanced Management

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Introduction

Ghana's College for Advanced Management [1] has adopted the syndicate method as its primary training tool in the belief that the method offers an effective means of helping senior executives to take a proper measure of themselves and develop their managerial potential.

The College has so far mounted four regular courses and will be mounting its fifth on 1st March 1972. Up to the end of the third course, some eighty-one senior executives had taken part in the College's programme. Although the original intention was to restrict participation to persons within the age range 35 to 45, certain local factors had the effect of significantly modifying the proposed age structure, especially on the first two courses. Among these were:

(i) the wide differences in the ages of those in the eligible managerial groups, which in a curious way often reflected the state of development of the sponsoring organizations concerned;

(ii) absence or inadequacy in the past of training and development programmes geared to the real needs of senior executives, consequently necessitating the provision of high-level training at a much later stage in their career;

(iii) lack of opportunity in youth for liberal education, among some top executives who had risen from the ruck;

(iv) effects of rapid localization (Africanisation) of senior executive posts, following the attainment of political independence;

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[1] The College is the Administrative Staff College wing of the Ghana Institute of Management and Public Administration.

(v) rapid economic development and the comparative newness of a number of industrial and business undertakings (Valco, 1/ for instance, established some 10 years, could only contribute a 26-year-old 2/ Ghanaian Engineer to the first course).

In view of the foregoing factors, the acceptable ages have, in practice, varied between 26 and 52 years, whilst relevant managerial experience has, on the other hand, varied between 2 and 20 years. Similarly, educational qualifications have ranged between the Standard 7 (Elementary School Leaving) Certificate and the Doctorate Degree of a University. Notwithstanding, the average age has been around 38, whilst we have tried wherever possible to maintain a reasonable balance between graduate and non-graduate membership of the College, in order to preserve the intellectual quality and tone of the course.

Syndication

The College normally operates three syndicates of up to 10 participants each, drawn from the principal sectors of the economy and reflecting the diversity of managerial expertise and experience available on the course. Furthermore, every effort is made to maintain a balance of temperaments and attitudes in each syndicate in the interests of group effectiveness. Thus the syndicates are more or less comparable in terms of balancing management teams, since each is to all intents and purposes a microcosm of the College.

Out of the total time available for the basic management subjects, about 74 per cent is allotted to syndicate work and the presentation of reports. A different person is appointed by the College to act as chairman and secretary respectively, for almost every subject or assignment on the course. This ensures that each member is given an opportunity to manage the affairs of his syndicate at least once during the course, an exposure which provides a useful learning experience for the individual manager as well as the group, since the syndicate has within it an element of built-in group dynamics. As a development tool, the syndicate can thus be regarded as a series of reflecting mirrors, in which each member sees himself and through which he can learn to correct his shortcomings and to manage himself and others more efficiently.

In addition to the general brief given to all members of the College, the chairman (together with his secretary) is briefed separately and given more detailed notes for his guidance. He has to work to a fixed time-schedule and supervise the preparation of a formal report representing the best thinking within the syndicate. Membership of syndicates is, however,

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1/ Valco is the Volta Aluminium Company, a multi-national American-based foreign company established to produce aluminium for export.

2/ The College no longer accepts candidates under 32 years of age.

modified twice during each course for the study of specific subjects, by changing about 30 per cent of the members in each group. Generally speaking, each study or project culminates in an oral presentation and defence of written syndicate reports before the entire College.

As the course is practice-based, the normal syndicate process is supported by talks given by guest speakers, usually themselves management practitioners, on topics that have a direct bearing on what is taking place in the syndicate. The process is further supported by programmed visits to undertakings outside the College, by management films, panel discussions, a few case studies and practical exercises.

Problems posed by culture and Ghana's experience

In developing countries like Ghana, where indigenous top-level managerial experience is relatively short and limited in range, and where new concepts and tools of management have yet to make a significant impact on management practice, it has been found necessary for Members of the Directing Staff, in addition to helping in the preparation of course papers, to supplement the experience and reading of members with talks or tutorials, especially in the less familiar areas of management. Consequently, the proportion of talks and related inputs is thus much higher at Greenhill than at Greenlands.

This deviation has the merit not only of putting things in proper perspective but of making the studies more meaningful. Nevertheless, care is taken to ensure that the unique role of the Directing Staff as "Philosopher, guide and friend" is not unduly compromised, while the need to broaden the conceptual base of the course is not sacrificed while serving the goal of individual growth. Thus, within the syndicate, each Directing Staff Member functions essentially as a resource person, ready to provide guidance, albeit unobtrusively, whenever necessary, but endeavouring as much as possible to keep his interventions to the minimum - coming in only when he must. Nevertheless, the fact that the Directing Staff do on occasion lecture tends to encourage participants to expect them to play a more direct and active role in syndicate discussions, even to the extent of helping them resolve their problems, a tendency which could cramp their style inasmuch as it restricts their capacity for analytical and creative thinking.

Among the significant cultural features that would seem to have modified somewhat the Ghanaian experience of the syndicate method may be listed:

(i) limited industrial and business experience, in view of the relative lack of sophistication of local business and industry, resulting in a narrower frame of managerial reference;

(ii) imbalances in educational opportunities and experience;

(iii) lack of management reading material relevant to the African experience, e.g., biographies and case material;

(iv) age spectrum of participants;

(v) residual ethnic attitudes, e.g., deference for age and "patriarchal" orientation - which makes the "mediator" or "peace-maker" command more respect and acceptance;

(vi) duration of course.

It is not proposed to examine these factors in depth in this brief survey. Perhaps it would be sufficient to comment generally on the more significant limitations or constraints in so far as they modify or influence the results of the syndicate approach.

In an environment where the old expect the young to defer to them, it is not always easy for the former to accept the latter on equal terms in decision-making. Consequently, the wider the age range or generation gap, the harder it is to achieve group rapport, cohesion and loyalty. What is more, the Ghanaian attitude - what may be described as a "patriarchal syndrome" - which traditionally places a high premium on the patriarch, the "mediator" or the "peace-maker" tends to complicate and compound the difficulty. This manifests itself in a tendency to prefer compromise and harmonious inter-personal relations to the recognition and acceptance of conflict. Sometimes this has the effect of baulking discussion in depth of controversial issues and, consequently, causing the omission or inadequate presentation of significant divergences of views, thus occasionally affecting the quality of reporting and presentation. In short, our earlier experience would seem to suggest that the "mediator" tends to gain greater respect and acceptance than the provocative or creative. As a result, not infrequently, the process of rigorous analysis of issues is short-circuited, the necessity for living with differences is avoided, and agreement is reached at a lower intellectual level, for the sake of harmony and an over-all acceptable report. In that event, there is more accommodation than integration of views.

Furthermore, the inadequacies in the educational background and managerial experience of a significant number of participants, in comparison with their counterparts in advanced countries, sometimes necessitates a more active role by the Directing Staff in syndicate than one would observe at Henley, for example. As a corollary, certain essential management skills (e.g., communication, conference and leadership skills) have to be more directly cultivated and sustained. What is more, the difference in levels of education and experience makes it harder for the less educated to perform the role of chairman adequately, and even less so that of secretary or rapporteur. Consequently, the drafting of reports sometimes becomes a long drawn out, sentence-by-sentence group effort rather than a specific task for the secretary. But this is by no means all. For, just as the speed of the convoy is regulated by the speed of the slowest boat, so the pattern set by the less able persists, even when better educated members assume the role of secretary.

The innovation of the split course

Initially, there was considerable local resistance from would-be sponsors and some members of the Institute's Court of Governors to the idea of mounting development courses for senior executives lasting more than two to three weeks at a time. This, however, was not altogether unexpected. In the first place, the novelty and uniqueness of the "staff college" approach in itself presented a hurdle that had to be cleared. Secondly, releasing key senior executives for long periods of study in a country where managerial talent and experience are in short supply posed a real problem for certain public and private undertakings which could ill afford to spare such personnel. Our response to this environmental challenge was to offer a course split into two parts, with a six- to nine-week break in between. Accordingly, we had to design a course that would be of comparatively short duration, or staggered, but which at the same time would, by its sheer relevance, content and impact readily appeal to would-be nominators and convince doubting Thomases that their support would yield good dividends.

Our strategy then was essentially a strategy of convenience, for it was realized that would-be nominators who lacked adequate supporting staff or competent deputies would be less likely to be disturbed by comparatively short or staggered absences of their key men than by longer ones. Furthermore, the chances of a serious managerial crisis building up or erupting during attendance at a short course would be less. Moreover, the shorter spell, it was felt, would enable inexperienced or diffident acting deputies to gain confidence more gradually, with the prospect of corrective action or guidance being available before too much was put at stake or irreparable damage done. It was also considered that the sandwich period would provide a further opportunity for an acting subordinate officer to learn from his superior's experience whilst at the same time providing the substantive senior executive with an opportunity for teaching and developing his subordinate for managerial succession.

The sandwich device has the further merit of providing a breathing space for both the participant and the Directing Staff to reflect on the programme: the one, to consolidate the extended conceptual ground acquired and to utilize some of the new ideas and insights gained; the other, to review the programme in the light of the experience gathered on the course and of feed-back from participants.

On the debit side, the split course could create for the less relaxed type of participant divided attention or interests, involving the carrying over from the working environment of tensions that would have less chance of intruding on a much longer or unbroken course. Even for some of the less highly strung there might be a residual managerial "hang-over" from recent "sandwich" working experience that might not be readily got over, thus inducing or encouraging an undesirable feeling of indispensability in the course participant, a situation which might compound his difficulties later, if he is a poor or unwilling delegator. For the odd person or two, moreover, the intervening period could be unsettling or might pose problems that could make their return for Part II of the course difficult. Notwithstanding, the "casualty" rate has been much less than expected.

There was earlier the fear that something of the initial momentum generated on the first part of the course might be lost during the sandwich period, thus requiring a period of warming-up and readjustment for Part II of the course. In practice, however, little seems to have been lost. The rapport initially established during Part I of the course seemed to have been strong enough to sustain the sandwich break. In fact, in some cases, participants seemed to return to the course with higher motivation, a clearer sense of direction and greater seriousness of purpose, created perhaps by their sharpened perception of their own shortcomings during Part I of the course. Some, again, managed to do a little more reading than was possible for them on the course, in order to stop the gaps in their knowledge. On balance, therefore, the "sandwich" device would not appear to be a bad thing in the present Ghanaian situation.

Preliminary evaluation

Our experience of the syndicate process in the Ghana Staff College would seem to justify our belief that it is an efficient tool for enabling participants, among other things:

(i) to be more tolerant and open to new ideas;

(ii) to co-operate with and accept leadership from one another, in achieving common ends or goals;

(iii) to sharpen their analytical faculties through the critical examination of issues;

(iv) where a consensus is not possible, to recognize significant differences of opinion; and

(v) to develop communication and man-management skills, e.g., where the Chair restrains the garrulous or the over-assertive and draws out the reserved or diffident.

This experience is based on the tentative evaluation of the impact of three successive senior management development courses run over a period of some eighteen months. The groups, varying in number between 25 and 29, and totalling 81 in all, were drawn from a wide variety of managerial activity, including the civil service, state enterprises or para-statal bodies, private business and industry and the services. The functional areas represented included general management, public administration, accounting and banking, purchasing, marketing, production and engineering.

The level of academic attainment was generally high, especially in regard to participants from the civil service and public corporations. The proportion of graduates on the first course was 74 per cent; on the second, 50 per cent, and on the third, 30 per cent. Perhaps mainly for this reason, the first course was more successful than the subsequent two, although changes in staff may also have been a contributory factor. However, selection was primarily on the basis of level of responsibility and the range and significance of the participant's experience, since the quality of the individual contribution as well as of group interaction and corporate endeavour largely depended on these.

The experience of Ghana, short though it is, would seem to confirm our initial belief that the structured nature of the syndicate approach and the range of managerial skills it necessarily brings into play would appear to make it an excellent tool for senior executive development as well as for social integration 1/ and growth. This is borne out by the general recurrent observation, in confidential evaluation reports by course members, that the greatest benefit they derived from the course was the opportunity of making friends, with the cross-fertilization of ideas with people from different disciplines and different sectors of the economy. Beyond this, there is the improvement that becomes evident to the Directing Staff in members' skills of reporting and defending reports at Presentations, as well as the growing informality, relevance and quality of discussions in syndicate.

Having regard to the scope of the course, one is inclined to think that its present duration of ten weeks is far from adequate. On the other hand, it can be argued that as personal development is a continuing process, if the course was successful in sharpening members' perceptions, increasing self-awareness and sensitivity to the changing environment and stimulating a permanent desire for continuing self-improvement, these alone would be worth the price.

In terms of training objectives, the syndicate approach would seem to score with respect to:

(i) exposure to new ideas and techniques;

(ii) adaptation to new working groups;

(iii) opportunity to reflect on the entire job and on one's role and performance;

(iv) learning skill;

(v) the opportunity for individuals to test our personal views and to experiment with new ways of working, within the security of the syndicate environment.

1/ A touching instance of the sense of community occurred at the funeral of a member who had been on the first course. At the cemetery, the writer saw about 50 per cent of the deceased's colleagues who had been with him on the course. A wreath was also laid on the grave on behalf of the course members.

On the other hand, it leaves something to be desired with respect to:

(i) realism in terms of actual job performance;

(ii) internalizing, or assimilation of learning, by direct on-the-job application;

(iii) enough opportunities for experimenting with new behaviour.

One last word. It is, perhaps, not altogether without significance that at least 30 per cent [1] of the members of our first course have since earned promotion and successes continue to be reported by subsequent course participants.

Acknowledgement

I am deeply grateful to my Directing Staff, without whose thoughtful observations and assistance this paper would never have been written.

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[1] A rather conservative estimate, as many of the members have yet to report.

Chapter 8

The Pakistan Administrative Staff College

D. Khalid Power, Principal

The Administrative Staff College at Lahore was established in 1960 by the Government of Pakistan, on receiving the report of two distinguished experts, Sir Noel Hall, then Principal of the Administrative Staff College at Henley, and Dean Harlan Cleveland, then Dean of the Maxwell Graduate School of Citizenship and Public Affairs, University of Syracuse, whom it had invited to advise it on whether it should sponsor such an institution.

The College, though sponsored by the Government, was constituted as an autonomous body under a Board of Governors, which was registered as a Society under the Societies Registration Act, 1860, and whose Chairman has normally been a Minister of the Government of Pakistan. By virtue of its origins and its initially declared objectives, the College has from the beginning stood squarely in the public sector. The demands as well as the logic of Pakistan's development plans have placed the highest priority on the training of senior administrators to take charge of the rapid expansion and diversification of the activities of Governments, 1/ which is a characteristic of developing societies.

The composition of the College's clientele has in large measure been dictated by directives from the Government of Pakistan, which has laid down that all Joint and senior Deputy Secretaries to the Central Government, and officers of equivalent rank, must attend the College. In these circumstances participation from the private sector, though welcomed, 2/ has necessarily

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1/ "The overriding importance of government initiative in the modernization process suggests that special attention be given first to the needs of public administrators." Memorandum by Sir Noel Hall and Dean Harlan Cleveland, January 28, 1960, para. 10.

2/ "For the business executives, it (the Course) provides opportunities to acquire an intimate understanding of the role of private enterprise in the development of Pakistan, to compare business practices with those prevailing in the public sector, and to study the relationships between the public and private sectors." College Handbook, 1970-71, p. 15.

been only a small fraction 1/ of the whole. The Pakistan Administrative Staff College may thus be said to represent the other side of the coin to Henley, where participation has been overwhelmingly from the private sector.

Since its inception in 1960, the College has to date (April 1971) mounted 20 regular sessions, each of 12 1/2 weeks' duration, and 4 Regional Co-operation for Development sessions, each of 7 1/2 weeks' duration. The numbers and break-up of the participants of these sessions, by profession and age, are given in the summary statement in Appendix I. In each regular session there have normally been one or two foreign participants. However, the distinctive feature of the R.C.D. sessions, organized under the auspices of the Technical Co-operation Committee of the R.C.D., is that at least half the participants are from Iran and Turkey. Both the regular and R.C.D. courses are residential. The courses of studies for Sessions 24 and 23, the last regular and R.C.D. sessions respectively, are given at Appendix II.

By virtue of the nature of its origins the College has had access to ideas, concepts and organizational patterns and practices from both the USA and the UK. However, the influence of Henley is the more obvious of the two. The organization of the College and its staffing pattern are modelled on Henley and even the nomenclature, e.g., Director of Studies, Member Directing Staff (M.D.S.), Secretary, Course of Studies, is identical. At present the College has, on the academic side, the Principal, Vice-Principal (both of whom share the teaching load (the V.P. is also Director of Studies ex-officio), and 4 Members Directing Staff, assisted by 2 Research Associates. Techniques have also been adopted from Henley and from the outset the key technique, on which the whole course of studies has pivoted, has been the syndicate method.

The average strength of a session at the College being 25 to 30, it has been customary to have three syndicates of 8 to 10 each. The lower figure would appear to be slightly preferable, since, while it is large enough to provide a fair cross-section of experience, it does not easily permit any syndicate member to remain as a "passenger" in the background. The distribution of the age cohorts of the participants, 2/ which shows a concentration of almost 60 per cent in the 40-50 group, reflects the position of the College as the apex in-service training institution of Pakistan. Younger men are handled by the National Institutes of Public Administration. A good "mix" in a syndicate depends less on age than on a proper blend of contrasting and yet complementary skills. Nevertheless, it has been observed that a member of a syndicate who is disproportionately younger than the rest will be liable, whatever his individual intelligence, to contribute less than the others. This may be because in Pakistan status-consciousness is quite pronounced and status normally tends to increase proportionately with age.

1/ 13 per cent; if all bankers are included in "private sector", the figure rises to 17 per cent; vide Appendix I.

2/ Appendix I.

The requirements of obtaining a good syndicate mix are always kept firmly in view at the time of accepting nominations for the course, but the flow of nominations is neither so adequate nor so timely as to permit of a painstaking scrutiny.

The recently introduced "entrance interview", in which the Principal sees all the participants individually within a week of their arrival, is an attempt to get "under the skin" of a participant more than is possible from a perusal of the biodata on his nomination form, but the extent to which it can influence syndication, especially in the first half of the course, is obviously limited. It is of more use for resyndication, or the reshuffling of syndicates which takes place half way through the course, but in any case by that time the performance of the participants in the first half of the course is available as a more comprehensive guide to their real abilities. In the regular session of 12 1/2 weeks' duration, resyndication at the half way mark has been found to have a positive value by way of preventing staleness. It is, however, doubtful whether it is advisable in courses of shorter duration. Resyndication was once tried experimentally in an R.C.D. course of 7 1/2 weeks' duration, but it was found that the foreign participants in particular were disturbed by the reshuffling. For them the "settling down" process was more of an effort, especially as in their own countries the working language was not English, and to have the group, to whose nuances and even speaking habits they had become accustomed, abruptly broken up and replaced by a new one was a traumatic experience.

It has always been the practice for the College to choose the chairmen and secretaries for the different syndicate subjects, and these appointments are announced along with the composition of the syndicates themselves, at the beginning of, and again half way through, the course. Each participant is always given one chairmanship and one secretaryship, but subject to that restriction an attempt is made to appoint as chairman of each subject a participant with some special knowledge of the field to be studied. The apprehension is sometimes voiced that such a selection may stifle syndicate discussions, in that the chairman, qua expert, will be swayed by his impatience with the non-expert views of his colleagues to assume too dictatorial a role. Although such an eventuality is not impossible, what generally happens is that the chairman finds that his responsibility for controlling the group and getting them in an orderly fashion to a particular goal within a time-limit inhibits his own eloquence, while on the other hand his special knowledge of the subject enables him to guide the discussion past any pitfalls and to ensure that the important issues get full treatment.

As in other like-minded institutions, the College syndicate brief, prepared by the MDS in charge, is the focal point for syndicate discussion in each subject, and its quality is thus of critical importance for the success of syndicate work. It is indeed a common phenomenon for participants to treat the brief as though it were holy writ, to attach an often exaggerated significance to the precise wording of a paragraph or sentence and to hesitate to discuss some obviously relevant issue because it is not specifically mentioned in, and is therefore considered as lying outside the scope of, the brief.

A recent innovation in the College, which is partly aimed at meeting this sort of difficulty, is an introductory talk on each syndicate subject by the Member Directing Staff in charge. This introductory talk, which is followed by a question and answer session, aims at setting out the parameters and highlighting the main issues of the subject but refrains from suggesting any solutions of problems or any particular line of approach. This innovation was originally introduced in response to the particular needs of the foreign participants in the R.C.D. course whose unfamiliarity with both the language, the material and the approach necessitated a more comprehensive guidance at the outset, but it was found that the introductory talk benefited even Pakistani participants of regular sessions by making it possible for them to come to grips with the brief more quickly and effectively.

Before this new device was adopted, the same purpose was, rather more indifferently, fulfilled by the briefing session, but that was attended only by syndicate chairmen and secretaries and so its direct impact was considerably diminished. The briefing of chairmen and secretaries is still held, usually the day immediately after the introductory talk, but is now confined to ensuring that the arrangements and facilities available at the College for studying the subject are fully understood and for answering any particular queries or doubts of the chairmen regarding the conduct of the exercise. Frequently, since the scope of a typical syndicate subject is necessarily broad, the subject for written report is kept much narrower than the field of study, and in certain cases each syndicate is required to choose one out of two or three alternative topics on which to write its report, in which case the agreed distribution of such choices among the syndicates is settled at the briefing session.

Each syndicate exercise usually extends over a term of 18 to 25 days, stretching from briefing to final presentation of the syndicate reports, during which time 10 to 12 syndicate periods of one hour each are held. Thinking in the past has tended to be that 1 1/2 hours was the optimum length for a syndicate period. "This appears to be both the minimum period necessary to enable fully reasoned arguments to be developed and countered and also the longest period during which it is reasonable to expect a group of men to retain their interest and efficiency while sitting around a table." 1/ At Lahore opinion soon veered round in favour of, first, a 1 1/4 hour period and, more recently, a 1-hour period, with the total time allotted to a subject remaining the same and a consequent increase in the number of periods. Among other factors climatic conditions at Lahore favour the shorter period as being more conducive to efficient output, especially now that, with expansion in programmes, the College academic year has been pushed back to mid-August at one end and forward to late May at the other; previously it used to begin in late September and finish in mid-April.

1/ P.A. Tobin, "The Syndicate System in Management Training", 1964, Ch. 3, p. 10.

Usually two, sometimes three, syndicate exercises run concurrently and it has been found that this, combined with other work such as preparation of individual papers, represents a heavy but not intolerable work load. It has been suggested that spreading the syndicate periods for a subject over a longer span, e.g., one month, might result in more deliberate and thorough tackling of the brief. However, experience of even small breaks (e.g., 3 days) in the middle of an exercise indicates that, particularly when more than one syndicate subject is in hand, the thread of continuity is easily broken and valuable time is lost covering old ground and casting round for a fresh lead.

Discussions within the syndicates are, in the case of subjects under part V ("Administration in Action"), normally supplemented by outside visits to institutions and organizations concerned with agricultural, industrial, educational and similar developmental programmes. The mix of subjects under this part of the course is varied from session to session. Such visits are always welcomed by the participants because "visits of this nature provide a welcome change from the sedentary nature of the work, which is often unpalatable to individuals accustomed to a more active life". 1/ However, they require very careful planning not only from the side of the College but also from the side of the host organization, which all too frequently regards the visit purely as an occasion for showing off the brighter aspects of its activities. Subject to such proper advance preparation, outside visits undoubtedly add an element of spice to syndicate work and act as a stimulant to flagging discussions.

Another re-invigorating influence on syndicate discussions can be the induction of syndicate visitors. This technique has not been tried at the College as much as it should, and on the rare occasions when it has been used the results have always been gratifying. Unfortunately, for a syndicate visitor to be truly effective he must be an acknowledged expert in his field and it is chronically difficult to secure the presence of such busy persons at the time when the relevant syndicate exercise is in progress.

The need for judicious reading by participants for the purpose of enriching and illuminating discussions in syndicate is accepted by all institutions using the syndicate method. At Lahore the participants are mostly those who entered service at a time when it was still fashionable to regard administration as a subject to be learned "on the job", when the contributions of the administrative and behavioural scientists had still to make their influence felt and when even development economics was in its infancy. The experience and maturity of such participants are undeniable but they are generally unsupported by any theoretical underpinning. Moreover, the nature of their official duties and environment has usually been such as to discourage the growth or retention of the reading habit. With such persons the necessity for reading as a supplement to experience is all the more pronounced; by the same token it is all the more difficult to inculcate.

1/ P.A. Tobin, op.cit., Ch. 4, p. 21.

Initially, the thinking at the College was that the participants, being mature men and not callow students, should be given the minimum of direction in their reading, and that they should, with merely a list of recommended books to go on, seek out the most appropriate material for themselves. Thus, in the College Prospectus for 1965 the reading list was described as being "an attempt . . . to provide documentation which will cover the basic theory of the subject and all essential information bearing on controversial aspects. More than this the reading list does not and is not intended to do. The College Library does the rest. Experience has shown that while a few members will not read outside the reading list, some will go to the College Library, and even to other libraries, and collect information and ideas relevant to the subject from all possible sources. This kind of extensive reading and study is both expected and encouraged". 1/ Further accumulation of experience, untinged by wishful thinking, has brought about a less starry-eyed approach to the problem. It has been appreciated that when the reading lists attached to the 9 briefs of a session may be expected to contain a total of at least (at a modest estimate) 150 books, it is a mere flight of fancy to expect everyone to read all the books, still less to read outside the reading lists. It has further to be remembered that the field research project and the individual paper also entail a fairly heavy reading load. Present practice, therefore, remains as follows: first, the reading list contains both books and reading papers, the latter being either reprints of pertinent articles or synopses of relevant views; secondly, an indication is given against each book in the list of the specific chapters, or even pages, that are most relevant to the brief; thirdly, the chairmen are encouraged, as part of their responsibility for ensuring proper initiation of topics in the syndicate meetings, to divide up the reading list among the syndicate members.

Free periods, designated as library periods, are provided in the timetable to encourage methodical use of the College Library, which is a well stocked library specializing in Development Administration, Development Economics, and the associated disciplines, but most of the reading is still done in the participants' own rooms by burning the midnight oil. Rare individuals even then find time to browse in the library and indulge a bent for more general reading, but for most, whose most serious reading over the past several years may have been the daily newspaper, grappling with the allotted reading is a sufficiently onerous - and, let it be admitted, a stimulating and ultimately most rewarding - task. In one or two recent sessions a course in "Speed Reading", comprising 8 lectures plus numerous exercises in the technique, was tried out but although in the prescribed exercises many participants did achieve a remarkable acceleration in reading speed, without much loss of comprehension, it did not appear to have enough applicability to required reading for the syndicate subjects.

1/ Pakistan Administrative Staff College Handbook, 1965, p. 14, para. 34.

In regular sessions at the College every syndicate exercise culminates in the submission by each syndicate of a report of approximately 2,500 words; in the R.C.D. course the requirement for most subjects is a summary of some 500 words. Initially the R.C.D. course, since it was much shorter than the regular course, and had far more foreign participants, did not provide for written reports at all. However, it was apparent that without the discipline of the requirement of a report, syndicate discussions were too casual and relaxed, and so for the second R.C.D. course the submission of a summary was prescribed. There can indeed be no gainsaying the fact that a syndicate exercise which does not include a requirement for a report is bound to lose its sense of urgency and dedication. This is not to say that syndicate reports are, or should be expected to be, models of original and constructive thinking. On the contrary, the worst syndicate reports can be a string of generalizations and platitudes, or a conglomeration of concepts culled from textbooks on administration. It may sometimes be found that a well drafted and cogent report may represent the syndicate secretary's idea of what should have been said in syndicate rather than a faithful record of what was actually discussed.

The participants, like their counterparts at Henley, are specifically warned in their briefing documents against aiming at acceptable compromises which may be dull and insipid, and are advised to preserve important differences of opinion arising out of discussion of the syndicate brief. Nevertheless, instances where contrasting viewpoints are allowed to figure in the final syndicate report are rarer than one would expect or hope. The main reason is that the syndicate system itself tends to foster a group loyalty and a spirit of competition as between syndicates, so that each syndicate tends towards the end of an exercise to close ranks and present a united front to its opponents. It is in any case unnecessary to become too despondent about the quality of syndicate reports. Certainly well written reports, bristling with provocative ideas and constructive suggestions, are eminently preferable to stereotyped and lifeless ones, but it has to be borne in mind that though the syndicate discussions lead up to the submission of the report, it is not their true objective, which is the intellectual rubbing of shoulders and the cross-fertilization of ideas that group dynamics seek to achieve; and it is in helping to sustain the tempo of group dynamics that the requirement for submission of a written report performs its true role.

Each syndicate exercise at the College is rounded off by a plenary session (presentation) at which the reports, which have been previously exchanged among the syndicates, are discussed. A special period, immediately before the presentation, is set apart for syndicates to study one another's reports and identify substantive issues which merit being raised in the presentation. The standard procedure at the College is for the presentation, which lasts for 1 1/2 hours, to be opened by a short speech from each of the chairmen setting out the gist of his syndicate's views, after which the agenda, comprising the issues raised on one another's reports, is taken up. Syndicates are specifically discouraged from raising niggling criticism of points of detail, and usually the debate is of a high standard. In some recent sessions the experiment has been made of the MDS in charge adding one or two issues of his own to the agenda.

One of the weaknesses in the presentation procedure as observed at the College is that in this plenary body it is much easier for the weaker brethren to opt out of active participation in the debate, and pari passu, for the more eloquent members to dominate it. Occasionally, to make participation more broad-based, the MDS in charge may exercise his discretion by requesting a particular member to answer a question. Another variation in procedure is to distribute the agenda in the meeting room itself, so that advance allocation of questions for different members to answer is not possible. One of the important hurdles in presentations is generally though to be the final summing up by the MDS in charge - and the extent to which it should or should not attempt to give some clear-cut and definitive answers to the issues in the brief. At Lahore it has been found that the participants are far more interested in knowing how their performance during the syndicate exercise has been assessed, and to receive advice and guidance on how to improve that performance.

Each MDS (which in this context includes also the Principal and Vice-Principal) is responsible for a particular area of the course of studies. He does not, therefore, as at Henley, stay throughout a session with one particular syndicate, but takes all syndicates in those subjects which fall within his sphere of interest. The advantages of this system are, first, that the MDS attending syndicate discussions is always the MDS who has prepared the brief on the subject and can thus guide the syndicate expertly, where that is necessary. Secondly, each MDS gets to know well all the members of the session, and not just one group. In syndicate the role of the MDS at Lahore is envisaged as being "to observe and guide the syndicate if it appears to be going off the rails and occasionally to stimulate discussion by injecting fresh material into it or by raising appropriate questions. Ideally, under this technique the more the members of the group can be left to conduct their own affairs the more they will absorb and benefit from their training." ... "Their (the MDSs') role is not that of teachers but rather guides and advisers." 1/ The role therefore calls for a combination of talent, tact, and subtlety - always a difficult combination to find in one individual.

An additional complication in the Pakistani environment is the factor of status-consciousness. The status of participants, as already mentioned, is normally that of Joint Secretary or senior Deputy Secretary to the Government; on the other hand the four MDSs are ranked as Deputy Secretaries, and their acceptability to the participants tends to be diminished thereby. Further, MDSs from the academic world have to contend also with the practising administrators' traditional suspicion of the "theoreticians". It

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1/ PASC Handbook 1970-1, pp. 24, 28.

would, however, be misleading to leave the impression that the MDSs are engaged in a constant struggle to assert their position or to command respect. In fact, a tendency is regularly discernible among participants to look to members of the staff for "staff solutions" - an expectation which is always discouraged. However, two attempts to introduce a tutorial system, whereby participants were divided into groups, each under an MDS, met with indifferent success. It may be added as a postscript that the requirement prescribed by Government for a report at the end of every session on the performance of each public sector participant undeniably serves to buttress the position of the MDSs vis-à-vis the participants.

Although the syndicate method constitutes the main core of the training programme at the College, it is necessarily supplemented, as in other like-minded institutions, by the use of other techniques. First among these must be ranked the lecture-discussion - a lecture of about 40-45 minutes followed by a question-answer discussion session of about 20-30 minutes. The average number of such lecture-discussions in a regular session is 45. A typical outside reaction of one, confronted by this statistic, was that "the greater seniority of the members of the Pakistan College makes it perhaps more surprising that there is more formal instruction there". 1/ The situation is not as surprising as it may seem at first glance. As already explained, a common flaw in participants at the College is their lack of theoretical underpinning, of previous exposure to many of the basic concepts of the administrative and social sciences. Making up this deficiency is the main purpose of the "Foundation Lectures", which comprise Part I of the Course of Studies. In addition, one or two lectures are provided against each syndicate subject, with a larger block against Part III - Individual Papers, where a wider range of topics has to be covered. About half of these lectures are given by MDSs and the rest by outside lecturers. It is interesting to note that lectures by staff members are considered by the participants as generally more illuminating and useful than those by outsiders, even though the latter may be more distinguished persons. The staff members are intimately aware of the needs of their audience, whereas outside speakers, even when (as is customary) supplied beforehand with a copy of the syndicate brief, tend to ride their particular hobby horses. A useful variation on the lecture-discussion is the panel discussion, in which 3 or 4 experts, after each briefly introducing a viewpoint, engage in discussion among themselves and with the floor.

Another technique, which may fairly be described as the peculiar contribution of the College to the techniques of in-service training for senior administrators, is the field research study. In each session a

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1/ Review by Miss C. Avent of Henry Taylor's "The Administrative Staff Colleges at Home and Overseas" - Journal of the Greenlands Association Vol. 3, No. 5, 1969, p. 144.

particular development programme is selected for the purpose of studying how such programmes and policies originate and pass through various levels of administration, how they are controlled, co-ordinated and implemented and what their impact is on the people.

Field research is a weighty assignment, entailing at least a full week in the field, 10 to 12 study periods at the College, and the preparation of a report which is at least four times as long as the average syndicate report. The field research "teams", each of the same size as the traditional syndicate, are constituted on a special basis: the participants are grouped into a team or teams to visit and study a project in a region other than their own. This arrangement is aimed at giving officers an opportunity, which they otherwise might but rarely obtain, of visiting and studying development programmes and projects in detail and at close quarters. The field research reports are exchanged between the teams and a separate presentation period is provided for the discussion of each report. The field research exercise has sometimes been described as an "ad hoc case study", 1/ but this description is hardly accurate. The typical case study is a specific issue or episode, or series of incidents, forming a "burnt out" case of precisely delimited dimensions. Field research, on the other hand, typically deals with the living problems of an on-going project or programme. Indeed, it is customary to forward the final reports to the organization concerned for its perusal and, if it thinks fit, the adoption of suggestions and recommendations embodied therein. The peculiar value of the training imparted through the field research study has been found to be that, in addition to bringing home to the participants, most of whom are concerned with policy formulation, the gap that may yawn between policy and practice, it affords some exposure to research methodology. Participants often complain at the time of the arduous nature of the field research assignment, but they normally end up by assigning it, in their evaluation of the course, a high place in the list of techniques used by the College.

The case method has also been used at the College since 1964. Effective use of this method presupposes the existence of a stock of suitable indigenous cases, since society and administration are both basically culture-bound and cases from a foreign culture are unlikely to be of much use. A sizeable stockpile of Pakistani cases in business management has now been built up, but the position regarding cases in administration remains rather inadequate. 2/ The field in which cases have mostly been used at the College is the syndicate exercise on human relations, though in the last two years they have been introduced quite

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1/ E.g., P.A. Tobin, op.cit., Ch. 8, p. 44.

2/ The College has made a contribution to the collection of such cases, vide "The Case Method and Cases in Pakistan Administration", Mir Naseem Mahmood and Dr. Satnam Mahmud (former MDSs), 1968.

successfully also in financial administration. The main attraction of the case method for practical administrators is said to be "the opportunity that it provides for the members to get down to brass tacks". [1] Experience, however, does not entirely substantiate this contention. It is surprising how often seasoned (one might almost say gnarled!) administrators, once they sit down in syndicate to discuss a case in human relations, adopt a high moral posture that, one is sure, would never appeal to them in the real world outside the College walls. However, there is no doubt that participants enjoy discussing cases, because the problems seem less abstract, and so more familiar to practical men, than other syndicate discussions. Cases in financial administration have the particular advantage of introducing senior administrators to the tools of financial analysis and decision-making, with which surprisingly few of them have more than a nodding acquaintance.

From an early stage in the College's development of its techniques the need was felt for supplementing the group dynamics of syndicate work by something of a more individual and personal character. This was achieved by prescribing that during his stay at the College each participant should write an individual paper in the field of either development administration or development economics, on a subject of his own choice, which might or might not be closely related to his line of work. Each participant, as he selects his topic, is allotted to the MDS in whose field of interest it falls, and who thereafter supervises the preparation of the various stages of the individual paper. About 75 per cent of the participants select subjects closely related to their particular line of work. Various modes of presentation of the papers have been tried. The participants themselves would understandably like their lucubrations to have the largest possible audience, but the expense, in time, of presenting each individual paper before a plenary session is too crippling, and in any case by the end of such a marathon the audience is too "punch drunk" for anything except the most cursory and superficial discussion. The present practice is for two or three "special interest" groups to be formed, each comprising participants whose selected topics can be roughly grouped together. These groups sit simultaneously, each under an MDS, and after hearing the criticisms of two commentators appointed from among their number to report on each paper, have a general discussion. Two papers are discussed in a period of 1 1/2 hours. The purpose of the group meetings is to give the author of each paper the benefit of his colleagues' advice and suggestions for improving his paper but, as one might expect, the tendency is for the writer to put up a vigorous defence of his views, and the changes in the drafts brought about by group discussion are generally marginal. The procedure described above is sometimes, even in College literature, erroneously described as the seminar technique. A true seminar comprises a group of students under an instructor, which thrashes out some specific and clearly delimited issue or concatenation of issues. On the other hand, the "special interest" groups at the College discuss a series of disconnected papers, and the discussion of any one paper rarely has any impact on the discussion of the others.

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[1] P.A. Tobin, op.cit., Ch. 8, p. 42.

In attempting to evaluate the effectiveness of a training technique like the syndicate method, it is necessary to be clear as to what the use of the technique is expected to achieve - which obviously may not always be the same thing in different institutions functioning in different environments and cultures. Is it, for example, the role of the syndicate to work as a "fact-finding committee"? 1/ Or as a "task force", charged with the duty of producing a solution to a set problem within a deadline? Although syndicates may in a sense perform both of these functions, it is surely confusing means with ends to postulate them as the objectives and in that mood to wax indignant over the alleged superficiality of syndicate reports. It is more rational to assess the syndicate method by the conventional yardsticks for any training technique, namely the extent to which it helps to produce desired attitudinal changes, to promote useful skills and to increase knowledge.

Experience at the College shows that of these three objectives, the last named is the least important. It is by no means the intention to write off the imparting and acquisition of knowledge as a thing of no consequence. Nevertheless, the amount of knowledge that can be imparted in a course of 12 1/2 weeks, and the number of subjects that can be covered in that period, are obviously limited, and one should aim more at stimulating a thirst for knowledge and in particular a revival of the reading habit, which can serve as a leaven for personal enrichment in future years. It is thus evident that the element of subjectivity that inevitably creeps into course material, whether in the shape of briefs, reading lists, or talks, and which sometimes attracts a charge of "spoon-feeding" participants, is not such a serious matter as it might appear at first blush. Its adverse effect, if any, is shortlived and of limited scope.

The acquisition of skills is of prime importance and it is here that the syndicate method pays off. "The experience which members gain in handling the syndicates, in dealing with the situations that arise, in thinking out what to do in unfamiliar fields of study, in speaking or drafting on behalf of the group, in reporting back the results of their reading or visits, in examining expert visitors - these are considered to be at least as important as any knowledge directly acquired". 2/ The Lahore experience goes to show that they are, in fact, more important. But apart from the general skills acquired from participating in the processes of group dynamics, there are the specific skills, such as the ability to

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1/ Training and Administration of Personnel in the Public Services - Report of U.N. Seminar, Montevideo, October 1955, p. 38, para. 10.

2/ P.A. Tobin, op.cit., Ch. 5, p. 24: cf. Abdul Qayyum, "The Pakistan Administrative Staff College at Work", 1964, pp. 24-5.

understand and use certain tools of economic, financial and conceptual analysis. It is in fact the acquisition of these skills which is particularly valued by the participants.

It is perhaps in the sphere of attitudinal change that there is least direct evidence for the success of the syndicate method. Changes in attitudes may take place very slowly and be difficult to detect, still less to measure satisfactorily. The present writer has seen 180 participants pass through the Lahore College, yet in respect of only 2 or 3 of them could he affirm with conviction that there was by the end of the course a visible attitudinal change; 1/ on the other hand, there was an equal number about whom it could be asserted that under the pressure and probing of syndicate work their posture visibly stiffened. The experience and maturity of participants are undoubtedly the most vital input into the syndicate method, but these self-same qualities often manifest themselves in a rigidity or inflexibility, a reluctance to go outside set patterns of thought and behaviour, for fear of a loss of ego-security. In the literature of training one often reads of that magic age, the ideal age for trainees, at which "views are formed but not fixed". Whether such an ideal age exists is open to doubt. It is obviously likely to fluctuate from individual to individual, depending on character traits, environment from childhood onwards and the traumata of experience. To the bemused trainer it too often seems that people who are open to attitudinal change are too inexperienced to benefit from participative methods, while those who have the requisite experience are, to a large extent because of that very experience, averse to change!

The College review sessions, held for ex-participants some 2-3 years after they have left the College, and at which they discuss their experiences since leaving the College, afford some means of measuring the impact of training on the organizations to which the participants belong, in terms of the transferability of new concepts from the training to the working environment. The extent to which the ex-participants have changed their attitudes is hardly possible to detect in a review session lasting five days. It is still generally asserted that belief in the value of in-service training is essentially an "act of faith" - but a credo which because of its very catholicity inspires confidence and acceptance. Similarly, the efficacy of the syndicate method may not be susceptible to exact scientific measurement, but it also inspires a confidence in us, not merely from the enthusiasm of those who have experienced it, but also from our individual conviction that in our own lives increase in self-awareness and personal development has normally resulted not so much from solitary thought as from interaction or intellectual friction with knowledgeable peers.

1/ Cf. the observation of Abdul Qayyum (a former Vice-Principal of the College): "No claim of any visible changes in attitudes, even to the last day of the course, is made", op.cit., p. 12, para. 30.

APPENDIX I

(a) Service Break-down of Participants from S-1 to S-24 of Pakistan Administrative Staff College

Foreigners	79
Private Sector	80
General Services like Civil Service Pakistan, Pakistan Foreign Service, Provincial Civil Service, Accounts Services, Police Service, and other Class I General Services	272
Scientists	3
Engineers	71
Doctors	5
Agriculturists	29
Educationists	21
Bankers	27
Railway Service	32
Army	4
Total	623

(b) Age Groups of Participants from S-1 to S-24 of Pakistan Administrative Staff College

Age Group 25-30	8
Age Group 30-35	57
Age Group 35-40	137
Age Group 40-45	194
Age Group 45-50	163
Age Group above 50	64
Total	623

APPENDIX II

(a) Outline Course of Studies for Session 24 at Pakistan Administrative Staff College

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Part I - FOUNDATION LECTURES

- (a) Theories of Administration
- (b) Economic Development
- (c) Ideology of Pakistan
- (d) Science and Administration
- (e) Sociology and Psychology and Administration

Syndicate Subjects

Part II - THE ADMINISTRATIVE STRUCTURE AND PROCESSES

- (a) Organization Theory and Practice
- (b) Financial Administration
- (c) Principles and Techniques of Planning
- (d) Personnel Administration and Human Relations

Part III - INDIVIDUAL PAPERS

Part IV - FIELD RESEARCH

Family Planning

Syndicate Subjects

Part V - ADMINISTRATION IN ACTION

- (a) Agriculture with special reference to problems of rural credit
- (b) Education
- (c) Local Self-Government
- (d) Government and Business Relations
- (e) The Senior Administrator - His Role and Responsibility

(b) Outline Course of Studies for Session 23 (4th RCD) at Pakistan Administrative Staff College

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Part I - FOUNDATION LECTURES

- (a) Development Economics
- (b) Development Administration
- (c) Sociology and Psychology for the Administrator
- (d) International Relations

Syndicate Subjects

Part II - GENERAL ADMINISTRATION

- (a) Organization Theory and Practice, with particular reference to the Governments of Iran, Pakistan, and Turkey
- (b) Financial Administration
- (c) Personnel Administration and Human Relations

Part III - PROGRAMME ADMINISTRATION

- (a) Local Self-Government
- (b) Education
- (c) Economic Planning and Development in Iran, Pakistan and Turkey, with particular reference to Agriculture and Industry
- (d) The Senior Administrator - His Role and Responsibility

Part IV - R.C.D. Concept, Structure, Organization, Progress and Future Prospects

Part V - Field Tours in Pakistan, Iran and Turkey

Chapter 9

Denmark

The Management Training Centre, Egelund

Robert Dahlgaard

In the middle of 1955 the Danish Employers' Confederation established its own Management Training Centre at Egelund, a small estate formerly owned by the Royal Family. Egelund is situated 40 km north of Copenhagen, in the heart of North Zealand, surrounded by forests and lakes. It is a location which offers ideal facilities for residential training in an atmosphere which encourages participants to spend all their time on the formal and informal activities typical of a modern training centre.

All the year round, employers and members of upper and top management in Danish enterprises assemble at Egelund to participate in courses and conferences, which range in duration from three days to eight weeks. Since 1955, about 750 courses and conferences have been arranged, attended by about 21,000 participants in total. The Egelund Centre is thus responsible for a variety of programmes, which utilize the total residential capacity of the Centre throughout the year.

Since 1958, an eight-week General Management Course, split into two periods of four weeks each, with an interval of four months between, has been offered at Egelund once a year. Prior to the establishment of this course, members of the then Directing Staff had the opportunity to visit or attend a number of universities, institutes and training centres concerned with advanced management training in Europe and in the United States.

The curricula and methods of work of these institutes were carefully analysed and evaluated against the background of the conditions of Danish industry. Finally it was decided to introduce an Advanced Management Course, on a similar pattern to that offered by the Administrative Staff College at Henley, England, and by the Administrativt Forsknings Fond at Solstrand, Norway, which itself had made a study of Henley's methods.

The aims of this course, expressed in general terms, are to assist Danish managers in reviewing and reorganizing their managerial experience, in the light of new developments in management theory and practice.

The number of participants admitted each year is now 36, and their average age is 42 years.

During the years since 1958 this programme has been subject to continuous assessment and further development. Today it deals with the following main themes:

The nature and role of management
Leadership patterns and motivation
Organization development
Functional management in relation to top management perspectives
Industrial co-operation and corporate mergers
Management of change
Corporate strategy and long-range planning
Ethical problems in an industrial society

Work in small groups, managed by the participants themselves, is still regarded as a basic element of the methodology of the programme and accounts for more than 50 per cent of the formal course hours. The methods used include lectures, reading and cases.

Particularly during recent years this programme has been subject to considerable changes, which have been inspired to some degree by the developments at Solstrand in Norway. Thus the sub-groups have been given more autonomy than before, and in turn the responsibility for most of the plenary sessions has also been put onto the groups. The briefs are now formulated in broad and rather general terms, leaving the identification and formulation of important problems and key questions to the participants themselves.

At the same time, considerable attention is devoted to explicit analysis by the group members of their own operational processes and problems and to a continuous evaluation of their own efficiency as groups.

The role of the Directing Staff has become primarily that of consultants, to assist the groups in the above-mentioned tasks. In the performance of this role, the experience gained from special sensitivity-training courses has proved to be extremely valuable.

The purpose of these changes is to improve the effectiveness of the utilization of social conditions for learning, and to stimulate participants' understanding of interpersonal processes as well as of their own learning processes.

Data derived from this experience is at present too scanty to justify general conclusions. However, according to preliminary observations, this less directive approach tends to develop a higher degree of initiative and involvement. This goes with a greater measure of individual as well as collective accountability on the part of the participants for the work to be done, though signs of impatience, frustration, and aggression are also observed.

Evaluation of this experience is continuing.

Jamaica

New Techniques of Training for Managers: The Jamaican Experience

G. I. Durrant, Director of Training Services
Ministry of Finance and Planning

Within recent years, the place of management training and management development in Jamaica has been fully recognized, due largely to the lead given by Government, the efforts of the University of the West Indies and the formation of the Jamaican Institute of Management with the assistance of the British Institute of Management.

Government has sponsored middle and senior management courses in co-operation with the Administrative Staff College, Henley-on-Thames, not only for its own officers; it has also made places on such courses available, at nominal cost, to the private sector and to officers from other Caribbean Commonwealth Governments. The University of the West Indies a few years ago expanded its programme in the Faculty of Social Sciences to include the B.Sc. degree, Diploma and Certificate courses in Management Studies, while the Jamaican Institute of Management has sponsored a number of short courses and seminars, based largely on the case method, covering various areas of supervision and management. The Institute has been building up its own faculty, but has also received assistance on some of its courses from the University of the West Indies staff, the American Management Association and the University of Western Ontario in Canada. The Management and Business Studies programme at the University of the West Indies has been financed almost entirely by contributions from the Jamaican Government and the Jamaican business community.

The Government-sponsored management courses for middle and senior personnel were conducted in 1969 and 1970 and were of four weeks duration, with 40 participants on each course. The third course, scheduled to take place in October of 1971, was planned to embrace, as in the previous courses, participants from central and local government, statutory bodies and public corporations, the private sector and other Caribbean Governments.

In designing the first course the general plan of the Henley Staff College General Management Course was followed, but the local course content was worked out in stages. First of all, the Principal of the Henley Staff College who was on a visit to Nassau in May 1969 was invited by Government to visit Jamaica and a conference was arranged with Permanent Secretaries and other senior officials to determine the areas of management and administration which they thought should be covered by the course. This discussion proved very useful, because it ensured that the Permanent Secretaries were committed to the course and would support it.

Following this, the Course Director spent some time at the Henley Staff College collaborating with G.A.G. Ormsby, Consultant for the 1969 course, in working out the details and deciding, inter alia, what subjects from the Henley course could usefully be retained and what subjects of particular relevance to Jamaica and the Caribbean ought to be included. It was agreed that the following subjects should be included: the social and economic background of Jamaica and the West Indies; the growth and development of trade unionism in the Caribbean; Jamaica's trade, political and external relations with the West Indies, North America, and Europe; the relations between government and industry; project planning and evaluation. The final stage of preparation was the six-week period which the Course Consultant spent in Jamaica, immediately prior to the course. All four local members of the Directing Staff of the course had had experience of the Henley approach.

Following the running of each course, a short, two-day seminar was arranged for Permanent Secretaries and Heads of Departments, to enable them to be brought up to date on the thinking which lay behind the course, to try to ensure that the new ideas passed on to their subordinates would receive sympathetic reception on their return to work, and to help them better to understand the type of candidates who ought to be proposed for future courses. We have found that both participants and their chiefs welcome the seminar and we plan to have the nominators from the private sector also taking part in the seminars following future courses.

A subject of special current importance to Jamaica and the West Indies is Project Planning, Implementation and Evaluation, as developing countries especially must ensure that the best value is secured for money spent. This has been dealt with both practically and theoretically on the course, for besides lectures and discussions the four groups into which each course is divided were required to visit and report on actual projects. These were: a new town and causeway just completed; a Bauxite company maintenance management project; a Government dairy development scheme and a newly established Hotel Training School.

The groups tackled the projects very seriously, and as they were each required to present and defend their appraisal to the other groups, the healthy competition this stimulated generated much interest and critical analysis of the reports themselves. The conference visitor for this subject in 1969 was the Managing Director of the West Indies Sugar Company in Jamaica, and for the 1970 course, the Director of the Government Project Review Unit. Participants have reported that they found that the consultation of original documents, discussions with experts prior to the visits and the drafting, discussion and presentation of the reports constituted a most valuable training experience, and they have suggested that more project work be included in subsequent courses.

In drawing upon the Henley syndicate approach we have used fixed groups of 11 and 10. These we have found just right in size. Though there was a wide difference in age between the youngest and the oldest in a group, there have been no problems of acceptance because the younger member is likely to make up in education and "brilliance" what he lacks in "experience". The youngest member of a syndicate was just under 30 years of age, while the oldest was 52.

While we have found discussions and the sharing of experiences most valuable, on a relatively short course such as this it has proved necessary to provide more "feed in" by way of lectures and talks from qualified persons than would be required if there was more time for members to read and gather information on their own. In the attempt to cover a wide range of topics over a short period some members felt that there was not sufficient time for reading, and as the courses are non-residential the additional group meetings and discussions that a residential course offers were lost.

We have come to the conclusion that although the majority of the participants from the public sector were known to the Course Director before the course began, in future all the local participants will be interviewed before the course so as to determine their suitability for and understanding of the objectives and methods of the course, as well as to ensure that in terms of personality and experience they are assigned to the right group and given the initial responsibility as chairman or secretary most suited to them. Since also the course is much shorter than the Henley main course, the Directing Staff assigned to the group have had of necessity to play a more positive and active part in the groups than would otherwise have been the case.

The group or syndicate approach has advantages beyond providing an opportunity for exchange of ideas and experience. We have found that before the end of the first week the group is closely knit socially. They soon become jealous of their reputation as a group and are very anxious to make a good impression on the rest of the course by the quality of the topics they propose for discussion at plenary and group conferences and by the contribution of the group in the presentation and discussion that follows. Indeed, they have even made arrangements for reunions of the group, to continue their discussion of management problems, with meetings taking place periodically at the homes of members of the group. The Training Division has also made arrangements for periodic review courses for members of previous courses.

This approach in management training has been working very well so far; once the permanent training centre is completed with its better physical facilities, study rooms and library accommodation, even greater success is anticipated.

Mexico

Seminar for Senior Executives

Ernesto Camara, Centro Nacional de Productividad

The National Productivity Centre, having made a close study of the methods used by the Administrative Staff College in England in training senior executives, decided to set up an Advisory Committee of distinguished personalities in the public and private sector in Mexico, for the purpose of introducing programmes for senior executives. The aim was to equip the nation with a new approach to management training which would operate through the planned interchange of experience, using the organizational form of small working groups composed to provide great diversity of experience.

There were several objectives to be served. The public and private sectors needed to communicate better with one another. Participants needed to bring themselves up to date, to learn how to evaluate their experience, identify important issues and examine the problems and responsibilities of top management.

The Advisory Committee were agreed that although there was already a favourable and sympathetic tradition in Mexico toward seminars of this character, the maximum time that enterprises would be prepared to free senior executives for attending them would be for a period of three weeks, on a half-time basis. For this reason, compared with Henley, the programme of studies would have to be substantially shortened and reduced. Circumstances also made it necessary to introduce the seminars on a non-residential basis.

Given these considerations, the programme of studies was structured to incorporate some of the most important subjects in the Henley course of studies and was designed to attract the participation of executives already in senior posts or with the potential to qualify for high responsibilities.

The course of studies comprises the following subjects:

1. Comparative administrative structures
2. Personnel policies
3. Organization and interdepartmental relations
4. Delegation, control and information
5. Individuals and groups
6. Executive development
7. The top-management function

These subjects are integrated along similar lines to Henley, so that comparable study methods, procedures and processes can be adopted.

As a consequence of the reduced scale of the course, it was essential for each theme to be studied as intensively as possible. The subjects are backed by lectures on the following subjects:

1. Administrative terminology
2. Planning
3. Organization
4. Delegation and control
5. Attitudes to work
6. Public investment
7. Policies of industrial development
8. Policies of regional development
9. Policies of external trade
10. The directing authority

In addition outside activities are arranged, some time being spent on study visits. As a further way of reinforcing the programme, the participation of external consultants was secured to help to consolidate the study of executive development and the responsibilities of top management. The problems of labour relations, a subject which is of vital importance to Mexican executives, is covered by a series of consultations.

The primary aim is to ensure that participants are led to study those subjects which will help to develop their abilities.

It is evident from the way the various subjects are being handled that we are endeavouring to put to use some of the important features which characterize the Henley approach, including guidance for the chairmen and secretaries of the different subjects, time for planning and development of group work and for the handling of reading matter, periods for the exchange of experience, time to draw up reports and have them transcribed, presentations and plenary meetings for the analysis of reports.

At the conclusion of each programme, participants are invited to become members of the now formally constituted Mexican Association for Public and Private Administration, which has the aim of bringing together former participants to help to foster a tradition of harmonious cooperation between executives in the public and the private sectors. The Association has been undertaking activities in keeping with the general role it was given on its foundation in November 1969 by the National Productivity Centre. This role is to encourage the continuing development of its members as executives, given the limited amount of time spent on the programme, by concentrating particularly on post-sessional activities. So that the work undertaken by the members of the Association will form part of a well defined plan of continuing studies, organized as an extension of the senior executive programmes, a series of monthly roundtables is held, which concludes with a symposium on administration.

Although the process of implanting British methods into Mexico has involved a great deal of work, it has nevertheless given great satisfaction and the National Productivity Centre is well pleased with the experience. In particular, witnessing the willingness of participants to go on developing themselves under guidance, the Centre believes that with the passing of time, the programme of studies will be developed and extended to achieve even more beneficial results, as has been the case with the other institutions working on Henley lines.

New Zealand

Syndicate Work in the New Zealand Administrative Staff College

C. A. McFarlane, Principal

Although it has been influenced by Henley, and more immediately by Australia, the New Zealand Administrative Staff College is uniquely a New Zealand concept, evolved and adapted to meet the needs of higher executive training, at a price which industry can afford to pay, in a fairly small country with somewhat slender resources.

The New Zealand College has no permanent home. It is debatable whether this has been a strength or a weakness in its service to the community. For many years courses were run by taking over, for their duration, a private guest house at Paraparaumu Beach, some thirty miles north of Wellington. This was an attractive location with many admirable features, but lacking the facilities to meet the expanding requirements of the College. More recently, the College has, by arrangement with the Scout Association of New Zealand, held its courses at the Scout Training and Conference Centre, Tatum Park. This location is rather far away from a major centre but provides very good working and living conditions in pleasant rural surroundings.

The course Directing Staff, comprising Course Director, Deputy Director, and topic supervisors, is almost entirely voluntary. Up until 1969 there was not even a permanent Course Director. Topic supervisors are chosen from men in active practice in the fields they are asked to supervise; thus they can speak with authority both on up-to-date practice and on the importance to the working manager of various aspects of each subject. Each topic supervisor is normally supported by two speakers likewise engaged in current practice or from a university or other professional institution. The College, therefore, is truly comprised of its members and is not identified with a set of buildings or a formal institution. This lack of "institutionalism" means that the New Zealand College is not so vulnerable to charges of competition with the universities, loss of touch with reality or lack of practical business experience as some other colleges may be. With a permanent home and a permanent directing staff it seems doubtful that the unique New Zealand pattern could have been maintained.

Since the first course in executive management was held on a part-time basis in 1952, the New Zealand Administrative Staff College has continued to expand and grow. Up till 1967 only one course was run each year; in 1968 and 1969 there were two courses, and from 1970 the College has offered each year three residential courses to senior executives from private enterprise, public corporations, local bodies, trade unions and Government departments. Each course lasts one month. Some courses run for four consecutive weeks, but most run for two periods of two weeks each, separated by a return-to-work break of about three weeks. This latter device was designed to cater particularly for the typical small firm in New Zealand whose senior executives would find it difficult, if not impossible, to be absent from their firms for more than two consecutive weeks. Each course covers eight key management topics, each supervised, as previously mentioned, by a specialist in the particular field, and all correlated by the Course Director. The topics are:

Management
Organization
Communication
Cost and Financial Administration
Personnel
Planning and Control
Marketing
Forecasting and Adaptation to Change

The approach in each case is strictly functional, although within a carefully prepared conceptual framework. Practical experience in management but not academic attainment is presupposed.

As at Henley, the syndicate remains the main instrument and form of organization at the College, because it has been found to be the most satisfactory way to encourage the active participation of the experienced members who attend courses. Each of the four syndicates on every course is composed of nine members and forms a microcosm of the whole course, structured to provide a cross-section of two different kinds of experience - first, in the different specialities which go to make up a business enterprise, e.g., production, research, marketing, finance etc., and secondly, in different kinds of organization - private industry, public corporations, government departments, local bodies, banks and so on. The syndicate is not a discussion group or a seminar. It is an organized body to which a task is assigned - a task to be performed by the group as a whole, which tests capacity to work as an ordinary member of a group as well as when in office, as chairman or secretary. Each syndicate remains together throughout the course and each member has an opportunity to act as chairman and as secretary. In each topic the syndicates work to a brief prepared by the topic supervisor who, in framing this approach, is encouraged to use his own initiative within the broad prescription laid down by the College Council. Since the College is not an institution in the accepted sense this approach may vary from course to course, but generally the topic brief contains:

(a) A broad outline of the purposes of the topic and how it fits into the course as a whole;

(b) The resources - reading matter, lecturers, visitors, field visits;

(c) The programme of work;

(d) The exercise to be undertaken;

(e) The subject for report. (This is a report to the Course Conference, a plenary session, and the subject is not always co-extensive with (d).)

Topic supervisors are asked, when introducing their subject, to ensure that the members understand clearly what is required of them. The brief, the exercises and the conference project need to be carefully spelled out, with definitions of terms capable of different interpretation, in order to avoid waste of syndicate time. Since the New Zealand Staff College does not allocate a member of the directing staff to each syndicate, the topic supervisor is advised that it pays to go round the syndicates during their first session to find out whether the chairman is successfully working out a plan or, as sometimes happens, is bogged down with arguments over the meaning of terms and phrases used in the assignment.

The extent to which the topic supervisor should guide a syndicate and participate in discussions is left to the judgement of the supervisor and the observations of the directors. It varies from chairman to chairman, syndicate to syndicate and strangely even seems to vary from course to course. Some do better if left alone once they have a plan under way, others like to bring the directorate into their discussions. The directing staff soon detect whether a chairman needs guidance or where a contribution from their own knowledge will promote better understanding, enthusiasm, harmony or progress. Experience has shown that what seems most effective is a display of interest, acknowledgment of the contributions already made, inquiry about conclusions reached regarding certain aspects of the exercise (which the directorate suspects the syndicate may have overlooked), a brief anecdote from relevant personal experience, reference to sources of information that exist (without telling the syndicate to consult them), reminding the members of points made by speakers and suggesting what they may glean from a future speaker. These and other approaches which may occur to individuals allow the topic supervisor to make a constructive but unobtrusive contribution. In this check on performance, the directors are available to assist the topic supervisor and it is helpful if the three confer fairly frequently to review the situation.

In a course of four weeks' duration there is not time for more than a limited number of syndicate sessions for each topic. The College works on a total of 107 programme periods of 90 minutes' duration. Of these, about thirty are allotted to speakers (topic supervisors, their supporting speakers, and special guest speakers on general subjects), eight to field visits, and the remaining sixty to syndicate sessions. Preponderance is given to syndicate work because it is in the day-to-day operation of the syndicates that members get the opportunity to develop themselves and if necessary to acquire some of the skills and attitudes required in higher management and administration: by exchanging experience and views with one another and learning to understand the differences of view and the reasons for them; by gaining the co-operation of colleagues drawn from a wide variety of backgrounds; by working together to achieve a common aim; by working individually on behalf of the syndicate and reporting back the results in the form which will best serve the needs of the syndicate as a whole; by making the best use of the expertise available both within and outside the syndicate, and by learning to come to a constructive conclusion on the evidence available under pressure of time. These skills can be developed more effectively by practice than by instruction.

We have not had experience of conducting courses over a longer period than four weeks and cannot therefore offer any opinions on the desirability or otherwise of extending the duration of the course. We believe however that the compact nature of the course and its relatively small size (36 members) permit us to attain a satisfactory degree of cohesion, interest and sustained effort that might be difficult to sustain over a longer period. In other words, if we lengthened our course we would probably have to alter its format.

A question which has exercised the minds of Councillors (Education Committee) and members of the Directing Staff very seriously over the years is that of the optimum size of a syndicate. At present there are four syndicates of nine members (previously four of eight) and there is a school of thought that a syndicate becomes unwieldy and lacking in cohesion once the membership exceeds six in number. If the economics of the operation could be ignored, it is probably accepted in New Zealand that eight is a very good number, but the experience of the directorate over at least three courses where syndicates of nine have operated is that there does not appear to be any significant drop in the quality of the work or in the standard of reports produced.

United States of America

The Syndicate Method in the Study of Political Science

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Innovative learning approaches

The explorations of new ways in teaching and learning now taking place reflect a welcome and much-needed turn in higher education. Imaginative and innovative approaches are essential if higher education is to have a maximum impact on students. 1/ Students should be encouraged to become autonomous, self-motivated and self-directed learners. The educational approach should be based on an optimistic view of the human being's capacity for growth and fulfilment. Insofar as possible, people should develop in their own way at their own pace.

Many of the innovative learning approaches emphasize involving students in a small-group experience that places maximum emphasis on their participation in the initiation, study and development of ideas. A group-learning approach, patterned after the educational methodology of the Administrative Staff College, Henley-on-Thames, England, 2/ has been adopted and adapted successfully for a number of courses at the

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1/ See Jerome J. Hanus, "An Experiment in Individualized Instruction in Political Science", P.S., Newsletter of the American Political Science Association, II (Fall, 1969), 600-02. This essay describes an unusual educational approach. Another new and stimulating method of teaching has been developed by Herman T. Epstein and is presented in A Strategy for Education (New York: Oxford University Press, 1970). Considerable attention is given to the relative merits of various teaching and learning approaches in Part 4 of Calvin B. T. Lee, ed., Improving College Teaching (Washington, D.C.: American Council on Education, 1967), pp. 148-255.

2/ The Administrative Staff College's educational program is discussed in some detail in Marshall E. Dimock, "The Administrative Staff College: Executive Development in Government and Industry", American Political Science Review, L (March, 1956), 166-76, and Marshall E. Dimock, "Executive Development After Ten Years", Public Administration Review, XVIII (Spring, 1958), 91-7. The findings of research on the educational program of the Administrative Staff College are presented in Robert N. Rapoport, M. B. Brodie, and E. A. Life, Mid-Career Development: Research Perspectives on a Developmental Community for Senior Administrators (London: Tavistock Publications, 1970).

Graduate School of Public Administration of New York University. The purpose was to use a technique that is suitable for dealing with large classes and to encourage the active participation of individuals in co-operative effort with fellow students. Corollary goals were to overcome the impersonalization of the lecture method and the tendency to "spoon-feed" the student.

Course description

The syndicate method of learning provided the pattern for redesigning the class work for a course on Introduction to Public Administration, initially, and for a course on Current Issues in Public Administration. The results, as measured by anonymously prepared questionnaires at the end of each semester, were excellent. 1/ Therefore, the syndicate method was selected for a course on The Political Setting of American Public Administration. The course is intended to give the student an understanding of American political institutions and processes, with emphasis on the dynamics of the political system. In lieu of lectures, the reading assignments in the course were increased to equal what would have been communicated in lectures had they been given. This released the class time, so that class members could participate in classroom activities.

A standard textbook, a book of readings, and a casebook were used for basic reading assignments. 2/ Appropriate supplemental materials were provided during the semester. 3/

1/ The results of using the syndicate method for a class on Introduction to Public Administration and a class on Current Issues in Public Administration, as measured by questionnaires, are presented in William B. Boise, "The Use of the Syndicate Method for Administrative Studies at the University Level", International Review of Administrative Sciences, XXXVI (No. 4, 1970), 373-75.

2/ John H. Ferguson and Dean E. McHenry, The American System of Government (11th ed.; New York: McGraw-Hill Book Company, 1971), Karl M. Schmidt, ed., American Government in Action: National, State and Local (Belmont, Calif.: Dickenson Publishing Co., Inc., 1967); Edwin A. Bock and Alan K. Campbell, eds., Case Studies in American Government: The Inter-University Case Program (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1962).

3/ Selected publications of the Committee for Economic Development, the Center for the Study of Democratic Institutions model for a Constitution for a United Republics of America, and material on the Nixon proposals for revenue-sharing and the reorganization of the Executive Branch were provided.

Classroom procedure

The enrollment for each section of this course tends to be about 40. Therefore, the class is divided into three syndicates of 13 or 14 members each. At the outset of the course, class members provide personal history information, including the nature of their work experience and academic background. The work experience and academic backgrounds of the members vary greatly, e.g., social work, health services, physical sciences, theology, political science, economics, history, etc. This information is used, in so far as possible, to structure each of the syndicates to reflect the variety of work experience and academic background in the entire class. The structuring of the syndicates results in having members with work experience in both the public and private sectors and expertise in a wide range of functional specialities. Thus, the points of view of members with different work experience and academic backgrounds are brought to bear on the subject-matter of the course in the discussions.

Each member of the syndicate serves as either chairman or secretary once during the semester, normally. The chairman is responsible for eliciting a response from each member of the syndicate and guiding the discussion of the syndicate around points specified by the course instructions. Each member of the syndicate has previously been assigned a point on the agenda to respond to during the syndicate meeting. The response is prepared by analysing the reading assignments for the topic being considered. Notes summarizing the analysis are submitted to the secretary. The secretary is responsible for recording the consensus of the syndicate and any dissenting opinions on the points discussed. After the class period, the secretary prepares a summary report of the discussion. The secretary may consult the chairman, if in need of assistance.

Each syndicate is assigned a separate room with a circular seating arrangement to facilitate eye contact and communication among the members. The syndicate discusses the assigned topic for one class period of one hour and forty minutes. The following class period is a plenary session at which the entire class assembles in a large classroom for the consideration of the summaries of the syndicate discussions. The seating arrangement is semicircular to the extent possible, with the instructor, chairmen and secretaries sitting together. The instructor presides and moderates the plenary sessions.

The secretaries present their summaries verbally for each point on the agenda. In this way, the members of the class can compare and contrast the findings of the syndicates. Special attention is given to the issues that are identified in relation to each topic. Members of the class raise questions and comment on various aspects of the topic, and a dialogue takes place between the members of the class and with the instructor. The syndicate work lays the foundation for an informed exploration and discussion of the topics during the plenary sessions.

The educator's function

The main task of the instructor is to stimulate, to advise, and to be consulted, rather than to teach in the conventional sense. The educator's function in this course is to act as a roving catalyst-troubleshooter working with each group individually during the syndicate meetings and to stimulate and guide discussion in the plenary sessions. The instructor visits each of the syndicates to observe the discussions and presides at the plenary sessions. Whenever it is appropriate, the instructor delivers brief statements to clarify or supplement the discussion during the plenary sessions. He provides guidance and support for the syndicate work and the plenary sessions. The instructor's function during the semester resembles that of a member of the Directing Staff at the Administrative Staff College.

Other features of the course are the preparation of a research paper by each class member and an individual consultation between each member and the instructor. Each member selects a course-related research topic of intense personal interest for the purpose of preparing the paper. During the individual consultations between the members and the instructor, learning progress, research undertakings and other course matters are discussed.

Course evaluation

In order to have a measure of the reaction of the class members to their learning experience during the course, a questionnaire was administered, with the respondents remaining anonymous.

The results of the questionnaire indicated that 89 per cent prefer analysing and discussing the course subject-matter during the class periods, rather than to have lectures delivered; 89 per cent feel that the course provided a basis for wider reading and personal inquiry; 94 per cent found the course a satisfying educational experience; 100 per cent agree that the syndicate approach to teaching administration has merit; 89 per cent thought that the syndicate method was an appropriate method for teaching this course; 91 per cent would like to participate in other graduate courses using the syndicate method, where the subject matter lends itself to this teaching approach; 89 per cent found their syndicate discussions to be a satisfying personal development experience; 97 per cent thought that the chairmen and secretaries of the syndicates had generally done a competent job of fulfilling their responsibilities; 89 per cent thought that they were able to fulfil their responsibilities as a syndicate participant competently; 80 per cent thought that the professor's goal of incorporating certain features into the course, such as individual consultations with the members of the class, so as to design it for the special needs and interests of the students had been achieved to some significant degree; 91 per cent thought that the approach used in the course provided a distinctively adult experience; 85 per cent found the course intellectually challenging and stimulating; 91 per cent felt that the professor had led and managed the course competently; and 94 per cent were pleased with the manner in which the professor had fulfilled his role throughout the course.

Educational potential

Researchers have tried to answer the basic question of what kind of teaching-learning situation is educationally most effective. The answer probably depends upon a number of variables, including the nature of the learning goals and both the intellectual quality and the interests of the learners. "In general, large classes are simply not as effective as small classes for retention, critical thinking, and attitude change." 1/ In comparing the lecture with the discussion method, it may be concluded that the lecture is a useful way of communicating information, particularly in classes where the use of printed materials is impractical. "A good deal of evidence, however, suggests that discussion is more effective than lecturing in achieving the more complex cognitive and attitudinal objectives." 2/

"Lectures usually place the learner in a passive role, and passive learning is generally less efficient than active learning." 3/ More active thinking is stimulated by discussion than by lecture classes. "If students are to achieve application, critical thinking, or some higher cognitive outcomes, a reasonable assumption is that they should have an opportunity to practice application and critical thinking and to receive feedback on the results." 4/ In fact, "group discussion permits presentation of a variety of problems that allow a number of people to gain experience in integrating facts, formulating hypotheses, amassing relevant evidence, and evaluating conclusions". 5/

The syndicate method makes it possible to reconcile the practical necessity of coping with large classes with the educationally sound goal of providing opportunities for classroom discussion. It achieves this

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1/ W.J. McKeachie, "Research in Teaching: The Gap between Theory and Practice", in Improving College Teaching, ed. by Calvin B.T. Lee (Washington, D.C.: American Council on Education, 1967), p. 215.

2/ Ibid., p. 217.

3/ Ibid.

4/ Ibid.

5/ Ibid.

through a student-centred teaching process, which, in contrast to instructor-centred teaching, reduces the role of the instructor and increases the involvement and participation of the learner.

Student-centred teaching methods "have in common the desire to break away from the traditional instructor-dominated classroom and to encourage greater student participation and responsibility". 1/ The reduced role of the instructor places a heavier burden on the group member for his learning. However, the group process offers the opportunity for examination by one's peers, which provides both stimulation and motivation. "There seem to be few instances of loss in achievement of knowledge in student centered classes. Students apparently can get information from textbooks as well as from the instructor." 2/ Evidence supports the value of student-centred teaching for motivation and critical thinking. "The more highly one values outcomes going beyond knowledge acquisition, the more likely that student-centered methods will be preferred." 3/

After completing eight courses on three different academic subjects using the group process described in this paper, the author is convinced that it is an effective means of promoting learning in higher education. The objective of these courses was to develop motivation, critical thinking and problem-solving skills. The content of the oral expressions and written assignments of the students indicate that the objective was attained to a significant degree. In conclusion, some features and achievements of the syndicate method follow.

1. Class periods are devoted to the exploration of the subject matter through give-and-take discussion, rather than to the transmission of knowledge through lectures. This kind of active participation in the learning process by the student has the potential for providing a more meaningful, stimulating and satisfying learning experience. It is assumed that most learning actually takes place outside of the classroom, and that the classroom should be used to provide stimulation and incentive for the student to pursue his academic studies independently. In this way, the classroom provides a learning environment supportive of the student's independent studies. The questionnaire results indicated that 66 per cent of the students felt that the syndicate or class discussions raised questions that they attempted to answer on their own initiative through wider reading and personal inquiry and research.

1/ *Ibid.*, p. 219.

2/ *Ibid.*

3/ *Ibid.*, p. 220.

2. The format of the course encourages spaced learning throughout the semester, by providing opportunities for the student to use the knowledge gained from the reading assignments in small-group and class discussions each week. Spaced learning of this nature is more likely to become an integral part of the intellectual equipment of the learner and, consequently, more lasting or permanent than concentrated learning. Therefore, the knowledge has greater impact on the learner, and the potential for its future use is increased. More continuous effort is required and made by students participating in the syndicate method than is generally so using the lecture method, because of the increased freedom of expression and the increased potency of group norms as sources of influence. Meaningful discussion depends upon conscientious and serious effort outside the classroom by the learner in order to assimilate and critically analyse the reading assignments, and the peer group motivates each of its members to make this effort. Group cohesion develops around the task that must be achieved co-operatively.

3. The course design overcomes the impersonalization of large classes and the "spoon-feeding" of the lecture method. This is achieved largely by providing the opportunity for the active participation and involvement of the student in the educational process in co-operation with fellow students.

4. The syndicates are learning communities, functioning as integrative groupings engaged upon an integrative task requiring a high degree of interdependence and group problem-solving. Individuals are constantly exposed to new and challenging problems and experiencing a maximum input of diverse stimulation and ideas. Diversity and richness result from the stimulation of different skills, views and perspectives.

5. After the syndicate discussions, the plenary sessions result in an increase in the diversity and richness of inputs and in their diffusion, thereby stimulating creativity.

6. The syndicates and class are transformed into freely communicating bodies of equals. Students prefer analysing and discussing the course subject-matter, rather than having lectures delivered to them.

7. The instructor is able to devote considerable time in the classroom to individual consultations and is able to communicate more easily with all members of the class.

8. Students think that the syndicate method has merit and find that courses using it result in a satisfying educational experience. They would like to participate in other courses using the syndicate method.

9. The experience with, and the reaction to, the use of the syndicate method in different courses demonstrates very clearly the potential it has for application to large classes to provide a rich and

meaningful learning experience. Equally importantly, the educational technique appears to be closely related to the manner in which people holding responsible positions learn and solve problems, i.e., through individual research and analysis and active participation in group discussions and co-operative effort. The experience reported in this paper seems to support the methodological concept that learning and behavioural change can best be accomplished by self-involvement in group discussion.

Chapter 10

A Comparative View

This monograph has been concerned with "the staff college approach". What might be regarded as the characteristic features of this approach? Primarily the colleges and programmes associated with them are addressed to educating experienced adults for general managerial roles in the private or public sector. The emphasis is upon learning for the improvement of personal higher managerial skills and enterprise managerial practice; theory is brought in to support that aim. The programmes are designed around managerial responsibilities and problems rather than academic disciplines. Usually, it has proved desirable to set up staff colleges with a considerable measure of institutional independence and autonomy, only exceptionally affiliated to universities.

The lessons of experience suggest that the most careful negotiation and preparation are necessary in the establishment of such institutions, if correct roles and policies are to be defined. It is particularly important to make clear the special competence which the institution is expected to demonstrate and the educational objectives and priorities toward which it will work. Its place will be seen firmly in the adult education field. Therefore, inhibiting educational practices, such as ex cathedra lecturing, examinations, formal reports etc., which would be judged ill-suited and inappropriate to participants' maturity and experience or to their learning needs, will be resisted. There will be the recognition that institutionally the founding and building up of a college has to be a collaborative social process to ensure that it is knitted into the culture and circumstances of the society it is to serve, while yet developing its capacity to influence that society.

Given the inherent complexity of general management problems and the specific nature of managerial situations, the emphasis has to be upon broad-based learning, which the individual is then helped to relate to his particular concerns and those of his enterprise, rather than upon narrow acquisition of knowledge and techniques or any inclination to look for textbook answers.

A staff college will seek to provide a protected environment within which members can relax and reflect, exchange ideas and experience with others in a free atmosphere, try out new ideas and even new ways of behaving - possibilities which are all too rarely available in the average working environment.

The role of the staff will be supportive and catalytic, not didactic. Much of their effort will go into formulating the basic conception of the programme, working out its more detailed design and preparation, drawing up definitions of fields of study, providing supporting resources to back up the needs and initiatives of members as they progress through the programme.

Historically there has often been a need for independent initiatives to pioneer innovations in educational thinking and practices. Henley came to be established as a result of the initiative of a group of people possessed of a strong sense of public responsibility and concern for the nation's problems. It represented a break-away from the prevailing values and system of higher education; in time it was to be an important influence in inducing change in that system. It is interesting to reflect that in the 1950s in Britain only a handful of individuals were to be found in a few universities prepared to declare an interest in the development of management studies and research. A decade later, in the mid-1960s, more than half the universities in the country had acknowledged their interest in entering the field and were anxious to be considered as recipients of resources for that purpose.

The College was set up as an independent institution. Independence was judged to be important if the confidence of those in influential positions in business and government were to be gained. They were people who were generally doubtful of the capacity of the academic world to contribute to their problems. Institutionally, independence was a necessity because of the problem of the traditional antipathy of universities towards practice-oriented ventures in higher education. It was also a way of showing the College's readiness not to be wedded to educational tradition. It would have freedom to innovate in its organization, staffing policy, approach to curriculum design and methods. As an educational institution Henley was unambiguously in the world of adult education, concentrating on the specific needs of those whose capacities had already been tested in working life.

The College evolved through a process of adaptation and experimentation. Against this background, it is interesting to note those factors which the present staff hold to be vital if the College's distinctive role and its particular contribution to management education are to be sustained. There is the distinctiveness of purpose and the sense of community, associated with the College's residential character, its environment, size and scale and particular style of operation. The staff have a special concept of role and are prepared to work to demanding and complex criteria of effectiveness. A sensitive concern for individual development and a sympathetic understanding of the problems and dilemmas which face a manager have high priority in the development of relationships between staff and members. The effective integration of staff effort and the continuous process of review and reference back to learning objectives and priorities are regarded as indispensable. There is strong commitment to the policy of interdependence and interaction which has been followed between research, development and course needs, and to the College's traditional concern for establishing and maintaining close contact and consultation with nominating enterprises. There has been no diminution of the view that the course should build upon members' experience, make full use of group work to facilitate study and to provide valuable learning situations and evolve in an educational environment which is characterized by structured learning opportunities rather than by didactic teaching.

Nationally, as well as for Henley's development, the 1960s was a period of ferment, as the earlier chapters showed. It provoked much questioning, critical analysis and reflection, but there were distinctive elements in the College's approach and experience which were judged to be of more than ephemeral value. It is these which would seem to have provided the features of special interest for countries anxious to draw upon experience, with the aim of improving managerial competence and performance in their own country. Henley had long allocated a proportion of its places to candidates from outside the United Kingdom. As a result, over the years, participants came to attend its programmes from no less than forty-two different countries.

As a novel institution, the College attracted international attention quite early in its history. The first expression of this interest came from India, where it was to lead to the establishment in 1957 at Hyderabad of the Administrative Staff College of India, with the support of central Government and of businessmen. The Staff College in Australia, the formation of which was officially announced in 1955, also opened its first session in 1957. Both Colleges were assisted in the formative stages by members of Henley's staff on secondment. This help also extended to the Pakistan Administrative Staff College inaugurated in 1960, and to the Philippine Executive Academy in 1965. Other institutions in which substantial management training activities were launched with the support of Henley's staff included the East African Staff College, the University of Tehran and the University College of the West Indies.

In addition to sending its staff to overseas institutions, the College makes arrangements for attachments to Henley of staff observers, typically for a period of three months. Individuals came from many countries in this capacity, including Egypt, Ghana, Iran, Iraq, Israel, Jamaica, Kenya, Mexico, Pakistan, Somalia, Yugoslavia, and Zambia.

There are various other ways by which the College demonstrated its international interest in the problems and developments of management training. Members of staff undertook missions for the United Nations Development Programme in countries as diverse as Ceylon and Colombia, Ghana and Hungary, and carried out assignments for other international agencies. Through special study visits, College staff examined the provision for management education in Belgium, Czechoslovakia, the Netherlands, Spain and West Germany.

It is with the help of this international traffic in ideas that the College was able to develop a fairly objective view of the limits likely to govern any attempt to transplant its experience, organization and methods to the very different settings of cultures and countries in diverse stages of economic and social development. As a consequence, the College never took on a missionary role, though it was always ready to help if asked. The main concern of the College was to ensure that interested people from other countries took a questioning look at the character of the College and the nature of its work and methods, before coming to conclusions as to their likely usefulness and relevance in a different environment. It was on the initiative and invitation of governments, international agencies and groups within other countries that Henley was led to play a part in the establishment of institutions in other countries on the Henley model, and to provide more limited forms of advice and help elsewhere on the design and conduct of senior management education programmes.

The contributed papers in Part II of this monograph illustrate the approach which has been adopted in quite a wide range of countries. In each case there was recognition of the dangers of uncritical imitation and of the need to adapt Henley's thinking and practice to different cultures and environments.

Australia, perhaps not surprisingly, did share with Henley a number of features in the manner of its founding. The College came about as a result of independent initiative. In the initial phase the pattern adopted very much followed Henley's own, because, as Slater remarks, there was a strong cultural and institutional affinity between the two countries and those responsible for determining the College's character were convinced of the value and applicability of the Henley model to Australia's conditions and needs. It was also logical, therefore, for a request to be made for a member of the Henley staff to be seconded to Australia in the setting-up phase.

It was no less natural, however, that in a country where so dynamic a development and expansion of the economy were occurring, the programme should place an exceptional emphasis upon economic environment and development, and that it should also quickly come to reflect the big changes taking place in Australia's international position and relationships.

In identifying the attributes which imparted to the Australian College its institutional strength, it is significant that Slater singles out its status as an independent institution, its flexibility and the relatively small scale of its operations, compared with so many of the more traditional centres of higher education. This last point deserves to be pondered, at a time when there is much debate about the size of educational institutions and of the resources necessary to establish and to sustain them.

East Africa offers the rare example of a College set up to serve the joint needs of three countries working towards a policy of regional co-operation. Institutionally, it was considered that a staff college was likely to come closer to the special co-operative needs and shared problems of these three countries than alternative forms of higher education institutions.

A further remarkable feature was the decision that the College should operate on a peripatetic basis, from a small administrative headquarters with a minimum of full-time staff. Also unusual was the fact that the College managed to function without a formal constitution or even a regular budget. In Millar-Craig's assessment, apparently this did not lead to insurmountable difficulties - evidence of the possibilities in some cultures for an institution to exist and to survive on a highly pragmatic and non-formalized basis.

Some of the problems of operating in this way are identified. There is the persistent problem - shared by so many developing countries - of finding local staff. Linked with this are the difficulties of staff career prospects, because of the uncertainties about the future of the College. (The problem of staff careers is one which other staff colleges also usually share; it derives from the nature of an institution set up as an independent body, outside the main stream of higher education.) There are the problems of course direction and administration, when the staff is so very small and the practical obstacles of local conditions which impose their own restrictions.

The issues the College faces pose typical dilemmas of development. The College has the challenge of retaining the flexibility and economy of resources which it has so far achieved, while seeking to strengthen its own competence to keep pace with changing requirements and to gain a measure of greater stability.

Ghana's need for larger numbers of better qualified senior managers for both the public and the private sectors is a reflection of the country's economic and social aims, a post-independence policy of rapid economic growth and as one consequence an exceptional number of new enterprises in the public and the private sectors. The proposal to establish a College for Advanced Management was, therefore, very much linked to local needs and priorities.

The College represented a very significant commitment by the Government. As the Prime Minister, The Rt. Hon. Dr. K.A. Busia, said at the inaugural ceremony of the first session: "The Government has accorded the College a high priority in the allocation of our scarce resources of manpower and money". The Government's reasons were not far to seek. As the Prime Minister himself explained, management is a concern for both the public and the private sectors and both can benefit from joint training projects and the interchange of experience. In particular, the need for change in the public administrative system was very great and there were some lessons on this which the public sector could learn from the private sector.

The process of matching longer term aims to current realities can be an encouragement to innovative thinking. One of the things it led to in Ghana was the decision to design the programme on a split-course basis. It is clear from Winful's account that the decision was not an easy one. It entailed a careful balancing of advantages and disadvantages. It had to be an example of a problem being turned into an opportunity. The evidence of the experience suggests that the innovation was well judged.

In Pakistan, sponsorship of the proposal to set up a staff college came from the Government. It was natural, therefore, that the needs of the public sector should be set as the primary commitment of the College. In establishing the College, it was decided to draw upon experience, practices and ideas from the United States of America and the United Kingdom. This took shape as a partnership between Henley and Syracuse University, collaborating in a support role.

Reviewing the College's approach, Khalid Power remarks that the influence of Henley was the more obvious of the two. His careful description of syndicate work and course organization illustrates the common threads, as well as where adaptations and differences of practices have been tried or proved necessary.

Pakistan's policy of developing her regional relationships led to the further role which the College acquired, to operate specially conceived programmes in support of measures of regional co-operation between Iran, Turkey and Pakistan.

Denmark is a country with the advantages of a high standard of education and economic development. There, local factors led to the introduction of a general management course organized on a split basis, though still using the Henley model. Subsequently, through the build-up of local experience, the course has been adapted and improved, drawing additionally upon the experience of the neighbouring centre of Solstrand in Norway. Particularly in the area of interpersonal relations and small group behaviour Denmark has successfully evolved a distinctive approach, which in turn has provided Henley with valuable ideas for the more effective application of learning feed-back processes.

In Jamaica, the Government sponsored the introduction of general management training. However, from the outset it was the policy of government to encourage participation of the private sector and to achieve a national cross-section of participants. The initial course design followed rather closely the Henley model and has then been adapted over time, as local course material and content have been developed. Jamaica's experience shows the importance of selection procedures in the nomination of candidates and the need for a process whereby accepted participants are prepared for the programme. The activities have been initiated on a restricted scale, providing experience for the developments which will become possible when the proposed permanent training centre becomes available.

In Mexico, it was an initiative of the National Productivity Centre and the personal efforts of one of their staff who had been attached to Henley for three months which led to the introduction of a general management programme. Its establishment followed a period of very careful thinking and preparation. The concept behind it was closely related to views formulated on national needs, objectives and priorities. The programme was set up on a modest scale. This was in accordance with the judgement and advice of a consultative panel of leading personalities in government and business as to what was likely to be feasible and acceptable in the initial phase. The distinctive character of the programme which has emerged combines the knowledge and understanding which participation in the programme imparts, with the stimulus to participants to follow up this experience with supplementary studies planned to contribute further to their personal development.

New Zealand is remarkable in that the College started in 1952 and has survived and steadily consolidated its position, even though it has had no permanent home and has been without the identity of a formal institution. It was only in 1969 that the decision was taken to have a permanent Course Director, an appointment which had become necessary because of the plans for the further expansion of activities. Indeed, the question is challengingly posed as to whether it would have been any the stronger had it had a permanent home and staff over this period.

Notwithstanding the informal character of this venture and its modest style of organization, it has proved possible to achieve remarkable continuity and progress in course design and operation. It has also proved practical to maintain the syndicate as the main instrument and form of course organization, with the staff role of "topic supervisors" an interesting variation on the responsibilities one normally associates with syndicate staff. The New Zealand experience also suggests that a considerable compactness can be achieved in the design of a course, provided numbers on a session and within syndicates are not too large and that sustained effort on the part of participants can be successfully elicited.

The United States provides the example of an experimental application of the syndicate approach within an established discipline in a university. As Boise explains, the problems typically concerning them were the large size of classes and the wish to develop a more co-operative and more open learning atmosphere.

In the current atmosphere of criticism of so very much of traditional university educational theory and practice and the readiness of some teachers to innovate, the syndicate approach has thus been seen as having the potential and adaptive capacity to play a part in innovative forms of learning and behavioural change on a wider front. It has brought with it challenging implications as to relationships between student and teacher, between the students themselves and as to the whole role and function of the educator. Boise suggests that the effects have been to the good.

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Whilst, therefore, recognizing the limitations, it would seem that there are enough shared problems and comparable challenges in general management education for some borrowing to take place and to be successful. On this it is interesting to note the findings reported in a United Nations study reviewing the deliberations of an inter-regional seminar where it was concluded that:

> "The managerial role of the senior administrator in formulating programmes of action, in organizing their implementation, and in directing and controlling the process of their achievement does not differ significantly between the various political systems". (United Nations Report, 1968, p. 5)

In the same report, an assessment is made of the strengths and the weaknesses of various forms of executive development institutions and programmes. The comment is made about the staff college development that:

> "Administrative staff colleges or executive development institutes, which are usually independent of a university, have the advantage of successful experience in many cases with middle-level and sometimes with senior administrators' educational programmes. They also have the advantage of academic standing without the disadvantage of course credits and so forth". (United Nations Report, 1968, p. 101)

Taking the evidence of the contributions to this monograph, a picture emerges of typical factors which various countries have had to weigh up in considering the staff college approach. This evidence confirms the possibilities which the approach offers as well as the importance of caution in its application.

Education for general management has to be seen as a potentially powerful force for social change and, therefore, as a challenge to the practices of general management and to prevailing notions of education. Morello has expressed this very vividly, speaking in part in relation to his own centre at Palermo, in Sicily:

> "We have learned that if a modern management school has to work fruitfully in a developing area (and Sicily certainly shares many traits of such areas) it can only operate as a social deviant". (G. Morello and M.B. Brodie, Management Development for Industrializing Countries, 1972, p. 19)

Deviance implies individuality and independence; usually it entails conflict and tension. To those concerned with effective educational opportunities for the development of senior managers and for the improved performance of enterprises in society, it should come as no shock that the experience should offer the tensions as well as the satisfactions of all creative challenges.

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